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### DALLAS & MAVIS FORWARDING LIMITED

#### Dispute:

Teamsters: CO appointed, 879.

### DELTA CABLE TELEVISION LTD.

#### Dispute:

Electrical Workers: installers, technicians and supervisors: CO appointed, 382; settlement, 443.

### DIRECT WINTERS TRANSPORT (WESTERN) LIMITED

#### Dispute:

Teamsters: settlement, 879.

### DOMINION CATERING LIMITED

#### Dispute:

Steelworkers: CO appointed, 583; settlement, 744.

## E

### EASTERN CANADA TOWING LIMITED

#### Disputes:

Canadian Merchant Service Guild: mediator appointed, 384; settlement, 668.

Railway, Transport and General Workers: unit of unlicensed personnel: CO appointed, 443; CC appointed, 584; settlement, 668.

### EASTERN PROVINCIAL AIRWAYS (1963) LTD.

#### Dispute:

Maritime Airline Pilots: CO appointed, 149; settlement, 305.

### EASTERN TRANSPORT LIMITED

#### Dispute:

Railway, Transport and General Workers: CO appointed, 71; settlement, 221.

### ELDORADO NUCLEAR LIMITED

#### Dispute:

Steelworkers: CO appointed, 667.

### ELECTRICAL WORKERS, INTERNATIONAL BROTHERHOOD OF

#### Disputes:

Delta Cable Television Ltd.: installers, technicians and supervisors: CO appointed, 382; settlement, 443.

ITT Canada Limited (Technical and Support Services Division, Ottawa): CO appointed, 667; CC appointed, 744; CC report, 817.

Q.C.T.V. Ltd.: CO appointed, 667; settlement, 667.

Victoria Cablevision Limited: unit of clerical employees: no further conciliatory action under Canada Labour Code, Part V: 71; settlement, 71.

### EMPLOYEES' ASSOCIATION (CLC-SFL)

#### Dispute:

Manitoba Pool Elevators: unit of country elevator managers and country elevator managers' assistants: CO appointed, 879.

### ESSEX TERMINAL RAILWAY COMPANY

#### Dispute:

Teamsters: CO appointed, 816.

## F

### FARINES PHENIX LIMITÉE

#### Dispute:

Le Syndicat national des employés des Farines Phenix (CSN): unit of flour mill employees: CO appointed, 383; settlement, 584.



## CERTIFICATION AND CONCILIATION PROCEEDINGS

### FEDERATION OF TELEPHONE WORKERS OF BRITISH COLUMBIA

#### Dispute:

British Columbia Telephone Company: clerical division: mediator appointed, 585.

### FERGUSON, DOUG

#### Dispute:

Railway, Transport and General Workers: CO appointed, 71.

### FOOD AND ALLIED WORKERS, CANADIAN

#### Dispute:

Maple Leaf Mills Limited: settlement, 71.

### FOUR SEASONS RADIO LTD.

#### Dispute:

Commercial and Technical Employees: CO appointed, 816.

### FRESHWATER FISH MARKETING CORPORATION

#### Dispute:

Retail, Wholesale and Department Store Union: CO appointed, 816.

## G

### G. GAGNE TRANSPORT LTÉE

#### Dispute:

Le Syndicat national des employés de l'Alimentation en gros de Québec: CO appointed, 531; settlement, 744.

### GIANT YELLOWKNIFE MINES LIMITED

#### Dispute:

Steelworkers: CO appointed, 743.

### GREAT LAKES PILOTAGE AUTHORITY LTD.

#### Dispute:

Corporation of Professional Great Lakes Pilots: unit of Canadian licensed ships' pilots: CB appointed, 72: CB fully constituted, 222; CB report (Supplement No. 1, 1974) 384; settlement, 444.

### GRIMSHAW TRUCKING AND DISTRIBUTING LTD.

#### Dispute:

Teamsters: legal strike following decision to take no further conciliatory action, 71.

## H

### HILL SECURITY LTD.

#### Dispute:

Teamsters: CO appointed, 304; settlement, 443.

### HOTEL AND RESTAURANT EMPLOYEES AND BARTENDERS UNION

#### Dispute:

Canadian Pacific Air Lines Limited: CO appointed, 743; settlement, 816.

## I

### INDUSTRIAL, MECHANICAL AND ALLIED WORKERS, CANADIAN ASSOCIATION OF

#### Dispute:

Transair Limited: Winnipeg International Airport: CO appointed, 667.

### INSPIRATION DRILLING

#### Dispute:

Steelworkers: Division of Dresser Industrial Products, Limited: CO appointed, 667.

### INTERNATIONAL LONGSHOREMEN'S ASSOCIATION *See* LONGSHOREMEN'S ASSOCIATION, INTERNATIONAL

### ISLAND AIRLINES LIMITED

#### Disputes:

Railway, Transport and General Workers: CC appointed, 150; 222; settlement, 222.

Railway, Transport and General Workers: unit of ground personnel: CO appointed, 583; CC appointed, 817.

### ITT CANADA LIMITED

#### Dispute:

Electrical Workers: Technical and Support Services Division, Ottawa: CO appointed, 667; CC appointed, 744; CC report, 817.

## K

### KENWOOD'S MOVING AND STORAGE LIMITED

#### Dispute:

Cartage and miscellaneous employees' union: CO appointed, 149; CC appointed, 444; settlement, 817.

### KINGSWAY DALEWOOD LIMITED

#### Dispute:

Teamsters: CO appointed, 583; settlement, 744.

### KLIPPENSTEIN, JOHN

#### Dispute:

Railway, Transport and General Workers: CO appointed, 71.

### KROEKER, ARNO

#### Dispute:

Railway, Transportation and General Workers: CO appointed, 71.

## L

### LAKEHEAD HARBOUR COMMISSION

#### Dispute:

Lakehead Harbour Police Association: CO appointed, 743; settlement, 744.

### LAKEHEAD HARBOUR POLICE ASSOCIATION

#### Dispute:

Lakehead Harbour Commission: CO appointed, 743; settlement, 743.

### LAURENTIAN PILOTAGE AUTHORITY

#### Dispute:

Public Service Alliance of Canada: CO appointed, 71; CC appointed, 222; settlement, 383.

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### LOCOMOTIVE ENGINEERS, BROTHERHOOD OF

#### Disputes:

Canadian National Railways (System): settlement, 384.

CP Rail (System): settlement, 384.

### LOISELLE TRANSPORT LIMITED

#### Dispute:

Teamsters: CO appointed, 583; CC appointed, 744; CC report, 744; settlement, 817.

### LONGSHOREMEN'S ASSOCIATION, INTERNATIONAL

#### Disputes:

Brunterm Limited: CO appointed, 816.

Bunge of Canada Limited: CB report, 72; mediator appointed, 72; strike action, 72.

Maritime Employers' Association: Shipping Federation of Canada Inc.: Port of Halifax: Local 269: CB report (Supplement No. 3, 1973) 72; legal lockout following CB procedure, 150; mediator appointed, 150; settlement, 223.

Maritime Employers' Association: Shipping Federation of Canada: Port of Halifax: Local 1341: CO appointed, 304; settlement, 444.

Maritime Employers' Association: Shipping Federation of Canada: Port of Saint John, N.B.: Local 273: CB report, 150 (Supplement No. 3, 1973); mediator appointed, 223; strike action, 384.

Maritime Employers' Association: Shipping Federation of Canada: Port of Saint John, N.B.: Local 1764: CB report (Supplement No. 1, 1974) 384; strike action, 444.

## M

### MACCOSHAM VAN LINES LIMITED

#### Dispute:

Teamsters: CO appointed, 383; settlement, 584.

### McFALLS CARTAGE LIMITED

#### Dispute:

Teamsters: CO appointed, 71; settlement, 221.

### MACHINISTS AND AEROSPACE WORKERS, INTERNATIONAL ASSOCIATION OF

#### Disputes:

Aeronaves De Mexico: Toronto and Montreal International Airports: CO appointed, 667; settlement, 816.

Air Canada: cafeteria employees, Air Canada Base, Dorval, Que.: CO appointed, 149; settlement, 305.

Allied Aviation Service Company of Newfoundland, Limited: CO appointed, 667; CC appointed, 744; CC report, 744; settlement, 817.

Alltrans Express Limited: settlement, 879.

Atomic Energy of Canada Limited: specified hourly rate employees, Whiteshell Nuclear Research Establishment, Pinawa, Man.: settlement, 150.

Nordair Limited: Montreal International Airport: employees of Maintenance, Traffic, Operations and Stores Division: CO appointed, 583; CC appointed, 744; CC report, 817; settlement, 817.

Northern Wings Limited: unit of stewards and crewmen: settlement, 383.

Pacific Western Airlines: loadmasters: CO appointed, 743; settlement, 816.

United Air Lines: ticket sales, customer service and air freight agents: CO appointed, 382; CC appointed, 444; CC report, 532; settlement, 668.

### MANITOBA POOL ELEVATORS

#### Dispute:

Employees' Association (CLC-SFL): unit of country elevator managers and country elevator managers' assistants: CO appointed, 879.

### MAPLE LEAF MILLS LIMITED

#### Disputes:

Chemical Workers: employees at Komoka, Ont.: CO appointed, 149; no further action, 222; settlement, 305.

Food and Allied Workers: settlement, 71.

Le Syndicat national des employes de la Meunerie Maple Leaf Mills Ltée: CO appointed, 443; settlement, 584.

### MARITIME AIRLINE PILOTS' ASSOCIATION

#### Dispute:

Eastern Provincial Airways (1963) Ltd.: CO appointed, 149; settlement, 305.

### MARITIME EMPLOYERS' ASSOCIATION

#### Dispute:

Longshoremen: Shipping Federation of Canada Inc.: Port of Halifax: Local 269: CB report (Supplement No. 3, 1973) 72; legal lockout following CB procedure, 150; mediator appointed, 150; settlement, 223.

Longshoremen: Shipping Federation of Canada Inc.: Local 1341: Port of Halifax: CO appointed, 304; settlement, 444.

Longshoremen: Shipping Federation of Canada Inc.: Local 273: Port of Saint John, N.B.: CB report, 150 (Supplement No. 3, 1973); mediator appointed, 223; strike action, 384.

Longshoremen: Shipping Federation of Canada Inc.: Port of Saint John, N.B.: Local 1764: CB report (Supplement No. 1, 1974) 384; strike action, 444.

### MEYERS TRANSPORT LIMITED

#### Dispute:

Teamsters: no action taken, 149; legal strike, 305.

### MIDLAND SUPERIOR EXPRESS LIMITED

#### Disputes:

General Truck Drivers: unit of employees classified as P & D owner-operator, Toronto terminal: settlement, 71.

Teamsters: Local 31: CO appointed, 583; settlement, 817.

### MILLAR AND BROWN LIMITED

#### Dispute:

Teamsters: CO appointed, 583; CC appointed, 744; CC report, 744; settlement, 817.

### MONTREAL CITY AND DISTRICT SAVINGS BANK

#### Dispute:

Le Syndicat des employés de la Banque d'Épargne de la Cité et du District de Montréal: CO appointed, 382; settlement, 531.

## CERTIFICATION AND CONCILIATION PROCEEDINGS

MOTOR TRANSPORT INDUSTRIAL RELATIONS BUREAU OF ONTARIO, INC.

Disputes:

Teamsters: Locals 91, 141, 879, 880, 938: certain member companies within federal jurisdiction: CO appointed, 816.

Teamsters: drivers and maintenance employees: CO appointed, 816.

## N

NATIONAL ASSOCIATION OF BROADCAST EMPLOYEES AND TECHNICIANS *See* BROADCAST EMPLOYEES AND TECHNICIANS, NATIONAL ASSOCIATION OF

NATIONAL HARBOURS BOARD

Disputes:

National Harbours Board Police Brotherhood: Port of Montreal: CC appointed, 72; settlement, 72.

Public Service Alliance of Canada: unit of security guards: Quebec City: CO appointed, 382; settlement, 443.

Public Service Alliance of Canada: National Harbours Board Police Association Group: Saint John, N.B.: CO appointed, 71; CC appointed, 222; CC report, 305; strike action, 383.

Steelworkers: Port Colborne Elevator: CO appointed, 531; CC appointed, 668.

United Transportation Union: Montreal Harbour: unit of employees—yardmasters, yard foremen and yardmen, locomotive engineers, locomotive helpers and hostlers: mediator appointed, 532; settlement, 668.

NATIONAL HARBOURS BOARD POLICE BROTHERHOOD

Dispute:

National Harbours Board: Port of Montreal: CC appointed, 72; settlement, 72.

NATIONAL SYNDICATE OF THE EMPLOYEES OF THE OGILVIE FLOUR MILLS CO. LTD.

Dispute:

The Ogilvie Flour Mills Co. Limited: unit of production employees: CO appointed, 383; mediator appointed, 668; strike action, 668.

NIAGARA FALLS BRIDGE COMMISSION

Dispute:

Teamsters: representing two units (1) toll captains (2) tax collector, maintenance, janitor-handyman, janitress and traffic director: CO appointed, 667; CC appointed, 744.

NORDAIR LIMITED

Disputes:

Air Line Dispatchers: dispatchers and assistant dispatchers: Dorval, Que.: CO appointed, 71; settlement, 149.

Air Line Pilots: Montreal International Airport: CO appointed, 584.

Machinists: Montreal International Airport: employees of Maintenance, Traffic, Operations and Stores Division: CO appointed, 583; CC appointed, 744; CC report, 817; settlement, 817.

NORTHERN TELEPHONE LIMITED

Dispute:

Communications Workers of Canada: unit of office, plant, installation and maintenance employees: CO appointed, 443; CC appointed, 532; settlement, 585.

NORTHERN WINGS LIMITED

Dispute:

Machinists: unit of stewards and crewmen: settlement, 383.

NORTHLAND NAVIGATION COMPANY LIMITED

Disputes:

Canadian Merchant Service Guild: CO appointed, 443; CC appointed, 668; CC report, 744; settlement, 817.

Seafarers: CO appointed, 383; CC appointed, 532; CC report, 584; settlement, 668.

NORTHLAND SHIPPING (1962) CO. LTD.

Disputes:

Canadian Merchant Service Guild: CO appointed, 443; CC appointed, 668; CC report, 744; settlement, 817.

Railway, Transport and General Workers: CO appointed, 304; CC appointed, 532; CC report, 584; settlement, 668.

NORTHWEST AIRLINES INC.

Dispute:

Railway, Airline and Steamship Clerks: unit of transportation and ticket sales agents: settlement, 71.

## O

OFFICE AND PROFESSIONAL EMPLOYEES INTERNATIONAL UNION

Dispute:

Atomic Energy of Canada Limited: administrative, clerical and medical employees: Chalk River Nuclear Laboratories, Chalk River and Deep River, Ont.: settlement, 222.

OFFICE AND TECHNICAL EMPLOYEES UNION

Dispute:

Canadian Freightways Limited, and TIME-DC Inc.: CO appointed, 382; settlement, 584.

OGILVIE FLOUR MILLS COMPANY LIMITED

Disputes:

Food and Allied Workers: settlement, 71.

National Syndicate of the Employees of the Ogilvie Flour Mills Co. Ltd.: unit of production employees: CO appointed, 383; mediator appointed, 668; strike action, 668.

OKANAGAN RADIO LIMITED

Dispute:

Commercial and Technical Employees: CO appointed, 743; settlement, 879.

O.N.C. MOTOR FREIGHT SYSTEM

Dispute:

Teamsters: CO appointed, 304; settlement, 443.

OPERATING ENGINEERS, INTERNATIONAL UNION OF

Disputes:

Atomic Energy of Canada Limited: Chalk River Nuclear Laboratories: no further action under Canada Labour



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Code—Part V: 222; settlement, 222.

Robin Hood Multifoods Limited: CO appointed, 667; settlement, 816.

### OTTAWA ATOMIC WORKERS' UNION (CLC)

Dispute:

Atomic Energy of Canada Limited: Commercial-Products: CC appointed, 72; settlement, 150.

### OVERSEAS COMMUNICATIONS UNION (CLC)

Dispute:

Canadian Overseas Telecommunication Corporation: radio and cables department: CO appointed, 304; settlement, 383.

## P

### PACIFIC ELEVATORS LIMITED

Dispute:

Brewery Workers: CO appointed, 221; CC appointed, 383; CC report, 532.

### PACIFIC PILOTAGE AUTHORITY

Dispute:

Canadian Merchant Service Guild: CO appointed, 743.

### PACIFIC WESTERN AIRLINES LTD.

Disputes:

Air Line Employees: unit of traffic and reservation agents, teletype operators and station attendants: CO appointed, 443; settlement, 531.

Air Line Flight Attendants: CO appointed, 531; settlement, 584.

Machinists: loadmasters: CO appointed, 743; settlement, 816.

### PACIFIC WESTERN TRUCKING DIVISION

Dispute:

Teamsters: settlement, 72.

### PLUMBING AND PIPE FITTING INDUSTRY OF THE UNITED STATES AND CANADA, UNITED ASSOCIATION OF JOURNEYMEN AND APPRENTICES OF THE

Dispute:

Atomic Energy of Canada Limited: Whiteshell Nuclear Research Establishment, Pinawa, Man.: settlement, 222.

### PROVOST CARTAGE EMPLOYEES' ASSOCIATION

Dispute:

Provost Cartage Inc.: CO appointed, 879.

### PROVOST CARTAGE INC.

Dispute:

Provost Cartage Employees' Association: CO appointed, 879.

### PUBLIC SERVICE ALLIANCE OF CANADA

Disputes:

Central Mortgage and Housing Corporation: CO appointed, 816.

Laurentian Pilotage Authority: CO appointed, 71; CC appointed, 222; settlement, 383.

National Harbours Board: Quebec City: unit of security guards: CO appointed, 382; settlement, 443.

National Harbours Board: Saint John, N.B.: CO appointed, 71; CC appointed, 222; CC report, 305; strike action, 383.

## Q

### Q.C.T.V. LTD.

Dispute:

Electrical Workers: CO appointed, 667; settlement, 667.

### QUEENSWAY TANK LINES

Dispute:

Teamsters: CO appointed, 531; no further conciliatory action, 667.

## R

### RADIO DRUMMOND LTÉE

Dispute:

Le Syndicat général des communications (CSN): CO appointed, 667; settlement, 879.

### RADIO JOLIETTE LTÉE (CJLM)

Dispute:

Le Syndicat général des communications (CSN) Section (CJLM): CO appointed, 583.

### RADIO LA SARRE INC. (CKLS)

Dispute:

Broadcast Employees: CO appointed, 743.

### RADIO LAURENTIDES INC. (CKJL)

Dispute:

Le Syndicat général des communications, (Section CKJL): settlement, 223.

### RADIO NORD INC. (CKRN-TV, CKRN, CKVD, CHAD)

Dispute:

Broadcast Employees: CO appointed, 743; settlement, 879.

### RADIO RICHELIEU LTÉE (CJSO)

Dispute:

Le Syndicat général des communications (CSN) (Section CJSO): CO appointed, 583.

### RADIO SAGUENAY LIMITED (CKRS—CKRS-TV)

Dispute:

Le Syndicat des employés et techniciens en radio et T.V., Saguenay, Lac St-Jean (CSN): settlement, 150.

### RADIO STE-AGATHE INC.

Dispute:

Le Syndicat général des communications (CSN): CO appointed, 816.

### RAILWAY, AIRLINE AND STEAMSHIP CLERKS, FREIGHT HANDLERS, EXPRESS AND STATION EMPLOYEES

Disputes:

Allied Aviation Service Company of Newfoundland, Limited: CO appointed, 667.

# CERTIFICATION AND CONCILIATION PROCEEDINGS

Northwest Airlines Inc.: unit of transportation and ticket sales agents: settlement, 71.

## RAILWAY, TRANSPORT AND GENERAL WORKERS, CANADIAN BROTHERHOOD OF

### Disputes:

Airwest Airlines Ltd.: Vancouver International Airport: CO appointed, 149; CC appointed, 305; settlement, 383.  
Aqua Transportation Limited: Seamen's Section: mediator appointed, 72; settlement, 150.

Arno Krøker: CO appointed, 71.

British Yukon Navigation Company Limited: settlement, 71.

Canadian National Hotels Limited: Fort Garry Hotel: CC appointed, 72; CC report (Supplement No. 3, 1973) 150; settlement, 305.

Canadian Pacific Limited: M.V. "Princess of Acadia"—Bay of Fundy Service: CO appointed, 531.

Capital Coach Lines Limited: drivers, Ottawa, Ont.: legal strike following decision to take no action, 150; mediator appointed, 223; settlement, 223.

Cement Cartage Company Limited: CO appointed, 221; settlement, 383.

Conrad Brothers Limited: CO appointed, 583; settlement, 667.

Eastern Canada Towing Limited (formerly MIL Tug and Salvage Ltd.): unit of unlicensed personnel: CO appointed, 443; CC appointed, 584; settlement, 668.

Eastern Transport Limited: CO appointed, 71; settlement, 221.

Doug Ferguson: CO appointed, 71.

Island Airlines Limited: CC appointed, 150; 222; settlement, 222.

Island Airlines Limited: unit of ground personnel: CO appointed, 583; CC appointed, 817.

John Klippenstein: CO appointed, 71.

Northland Shipping (1962) Co. Ltd.: CO appointed, 304; CC appointed, 532; CC report, 584; settlement, 668.

Trailways (Travelways) Canada Limited: unit of full-time bus drivers: CO appointed, 382; settlement, 531.

Trailways (Travelways) of Canada Limited: unit of bus drivers working in and out of Georgetown: CO appointed, 743; CC appointed, 817.

Upper Lakes Shipping Ltd.: Canadian Maritime Union: CO appointed, 443; settlement, 584.

Voyageur Colonial Limited: CO appointed, 443; settlement, 531.

## REBEL TRANSPORT LIMITED

### Dispute:

Teamsters: CO appointed, 743; settlement, 879.

## RETAIL, WHOLESALE AND DEPARTMENT STORE UNION

### Disputes:

Canada Catering Co. Limited: unit of kitchen and service employees: Gander International Airport: CO appointed, 382; CC appointed, 532.

Freshwater Fish Marketing Corporation: CO appointed, 816.

## RIO ALGOM MINES LIMITED

### Dispute:

Steelworkers: Nordic Section and Quirke Section: office and technical workers: CC appointed, 72; settlement, 150.

## ROBIN HOOD MULTIFOODS LIMITED

### Disputes:

Canadian Food and Allied Workers: unit of office and plant employees: CO appointed, 382; no further action, 532; settlement, 584.

Operating Engineers: CO appointed, 667; settlement, 816.

Le Syndicat national des employés de Robin Hood Multifoods Ltd.: CO appointed, 443; settlement, 584.

# S

## ST. CHARLES TRANSPORTATION COMPANY LIMITED

### Disputes:

Canadian Merchant Service Guild (Eastern Branch): CO appointed, 443; settlement, 584.

Marine Officers: CO appointed, 71; settlement, 305.

## SASKATCHEWAN WHEAT POOL

### Dispute:

Brewery Workers: CO appointed, 221; CC appointed, 383; CC report, 532.

## SEAFARERS INTERNATIONAL UNION OF CANADA

### Disputes:

Alaska Trainship Corporation: CO appointed, 443; CC appointed, 668; CC report, 817; settlement, 817.

Canadian Lake Carriers' Association: CO appointed, 382; no further action under Canada Labour Code, 444; mediator appointed, 444; strike action, 532.

Canadian Pacific Limited (British Columbia Coast Steamship Service): CO appointed, 304; CC appointed, 444; settlement, 668.

Northland Navigation Company Limited: CO appointed, 383; CC appointed, 532; CC report, 584; settlement, 668.

## ROBERT SENTINEAL MOVING AND STORAGE LTD.

### Dispute:

Teamsters: unit of drivers and helpers: CO appointed, 382; settlement, 443.

## SERVICE EMPLOYEES' INTERNATIONAL UNION

### Dispute:

Canadian Broadcasting Corporation: janitors and janitresses: Ottawa and Toronto: CO appointed, 221; no further conciliatory action, 383; settlement, 584.

## LES SERVICES MENAGERS ROY LTÉE

### Dispute:

Le Syndicat général du cinéma et de la télévision (CSN): CO appointed, 443; settlement, 584.

## SHERIDAN PARK ATOMIC ENERGY DRAFTSMEN

### Dispute:

Atomic Energy of Canada Limited: Power Projects: Local 1654 (CLC): CC report (Supplement No. 3, 1973) 150; settlement, 222.

## SHIPPING FEDERATION OF CANADA INC. See MARITIME EMPLOYERS ASSOCIATION

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## SMT (EASTERN) LIMITED

### Disputes:

Amalgamated Transit Union: unit of drivers: CO appointed, 531.

Amalgamated Transit Union: unit of maintenance employees: CO appointed, 531.

## SOMAVRAC INC.

### Dispute:

Transport Drivers: CO appointed, 221; settlement, 305.

## SOO-SECURITY MOTORWAYS LTD.

### Disputes:

Teamsters: Locals 31 and 213: CO appointed, 304; settlement, 443-44.

Teamsters: Locals 979, 990, 395, 362: CO appointed, 583; settlement, 744.

## SPEEDY STORAGE AND CARTAGE LIMITED

### Dispute:

Teamsters: CO appointed, 149; settlement, 221.

## STEELWORKERS OF AMERICA, UNITED

### Disputes:

Atomic Energy of Canada Limited: Whiteshell Nuclear Research Establishment, Pinawa, Man.: specified hourly rate employees: settlement, 150.

Rio Algonia Mines Limited: Nordic Section and Quirke Section: office and technical workers: CC appointed, 72; settlement, 150.

United Keno Hill Mines Limited: unit of production and maintenance employees: CO appointed, 383; settlement, 443.

## LE SYNDICAT DES EMPLOYÉS DE L'AÉRO-CLUB DE MONTRÉAL

### Dispute:

Aéro-club de Montréal: CO appointed, 743; no further conciliatory action, 817.

## LE SYNDICAT DES EMPLOYÉS DE L'ALIMENTATION EN GROS DE QUÉBEC

### Dispute:

G. Gagné Transport Ltée: CO appointed, 531; settlement, 744.

## LE SYNDICAT DES EMPLOYÉS DE LA BANQUE D'ÉPARGNE DE LA CITÉ ET DU DISTRICT DE MONTRÉAL

### Dispute:

Montreal City and District Savings Bank: CO appointed, 382; settlement, 531.

## LE SYNDICAT DES EMPLOYÉS ET TECHNICIENS EN RADIO ET T.V., SAGUENAY, LAC ST-JEAN (CSN)

### Dispute:

Radio Saguenay Limited (CKRS—CKRS-TV): settlement, 150.

## LE SYNDICAT GÉNÉRAL DES COMMUNICATIONS (CSN)

### Disputes:

Radio Drummond Ltée: CO appointed, 667; settlement, 879.

Radio Ste-Agathe Inc.: CO appointed, 816.

## LE SYNDICAT GÉNÉRAL DES COMMUNICATIONS (CSN) SECTION CJLM

### Dispute:

Radio Joliette Ltée (CJLM): CO appointed, 583.

## LE SYNDICAT GÉNÉRAL DES COMMUNICATIONS (CSN) SECTION CJSO

### Dispute:

Radio Richelieu Ltée (CJSO): CO appointed, 583.

## LE SYNDICAT GÉNÉRAL DES COMMUNICATIONS, SECTION CKJL

### Dispute:

Radio Laurentides Inc. (CKJL): settlement, 223.

## LE SYNDICAT GÉNÉRAL DU CINÉMA ET DE LA TÉLÉVISION (CNTU)

### Dispute:

Canadian Broadcasting Corporation: section Radio-Canada: CO appointed, 743.

## LE SYNDICAT GÉNÉRAL DU CINÉMA ET DE LA TÉLÉVISION (CSN)

### Dispute:

Les Services Managers Roy Ltée: CO appointed, 443; settlement, 584.

## LE SYNDICAT NATIONAL DES EMPLOYÉS DE CARGILL GRAIN COMPANY LTD. (CSN)

### Dispute:

Cargill Grain Company Ltd.: CO appointed, 382; CC appointed, 444; CC report, 668; legal lockout, 668.

## LE SYNDICAT NATIONAL DES EMPLOYÉS DE LA MEUNERIE MAPLE LEAF MILLS LTÉE

### Dispute:

Maple Leaf Mills Ltée: CO appointed, 443; settlement, 584.

## LE SYNDICAT DES EMPLOYÉS DE ROBIN HOOD MULTIFOODS LTD.

### Dispute:

Robin Hood Multifoods Ltd.: CO appointed, 443; settlement, 584.

## LE SYNDICAT NATIONAL DES EMPLOYÉS DES FARINES PHENIX (CSN)

### Dispute:

Farines Phenix Limitée: unit of flour mill employees: CO appointed, 383; settlement, 584.

# T

## TEAMSTERS, CHAUFFEURS, WAREHOUSEMEN AND HELPERS OF AMERICA, INTERNATIONAL BROTHERHOOD OF

### Disputes:

Alltrans Express Ltd.: Locals 362, 213, 979, 31: CO appointed, 583; CC appointed, 744; CC report, 744; settlement, 817.

Arrow Transfer Company Ltd.: CO appointed, 304; settlement, 443.

B.D.C. Ltd.: CO appointed, 304; settlement, 443.

Bekins Moving and Storage Company Limited: CO appointed, 304; settlement, 443.

Bekins Moving and Storage Company Limited: unit of office employees: CO appointed, 531; settlement, 584.

Borisko Brothers (Quebec) Limited: CC appointed, 744.



## CERTIFICATION AND CONCILIATION PROCEEDINGS

British Columbia-Yukon Railway Company: unit of employees, preparing and servicing of food, eating and section houses at Bennett, White Pass and Pennington, B.C.: CO appointed, 304-5; settlement, 444.

British Columbia-Yukon Railway Company: unit of employees servicing track—foremen, sectionman and bulldozer operator: CO appointed, 304; settlement, 444.

British Yukon Railway Company: employees in train and engine service, Yukon Territory: mediator appointed, 384; settlement, 444.

Canadian Auto Carriers Ltd.: CO appointed, 531; settlement, 584.

Canadian Freightways Limited: Locals 31, 213, 362, 979, 395: CO appointed, 583; CC appointed, 744; CC report, 744; settlement, 817.

Chapman Transport Ltd.: Locals 31, 213: CO appointed, 583; settlement, 744.

Chapman Transport Ltd.: settlement following decision to take no action, 150.

Charterways Co. Limited: unit of regular and part-time school, bus and charter drivers, Bowmanville, Ont.: CO appointed, 443; no further conciliatory action, 667.

Commercial Truck Company Limited: CO appointed, 304; settlement, 443.

Crown Moving & Storage (Donald W. Murray Movers Ltd.): CO appointed, 149; settlement, 383.

Dallas & Mavis Forwarding Limited: CO appointed, 879.

Direct Winters Transport (Western) Limited: settlement, 879.

Essex Terminal Railway Company: CO appointed, 816.

Grimshaw Trucking and Distributing Ltd.: legal strike following decision to take no further conciliatory action, 71.

Hill Security Ltd.: CO appointed, 304; settlement, 443.

Kingsway Dalewood Limited: Local 979: CO appointed, 583; settlement, 744.

Loiselle Transport Limited: Locals 31, 213, 362, 979, 395: CO appointed, 583; CC appointed, 744; CC report, 744; settlement, 817.

MacCosham Van Lines Limited: CO appointed, 383; settlement, 584.

McFalls Cartage Limited: CO appointed, 71; settlement, 221.

Meyers Transport Limited: no action taken, 149; legal strike, 305.

Midland Superior Express Limited: unit of employees classified as P & D owner-operator, Toronto terminal: settlement, 71.

Midland Superior Express Ltd.: CO appointed, 583; settlement, 817.

Millar and Brown Limited: CO appointed, 583; CC appointed, 744; CC report, 744; settlement, 817.

Motor Transport Industrial Relations Bureau of Ontario, Inc.: certain member companies within federal jurisdiction: CO appointed, 816.

Niagara Falls Bridge Commission: two units (1) toll captains (2) tax collector, maintenance, janitor-handyman, janitress and traffic director: CO appointed, 677; CC appointed, 744.

O.N.C. Motor Freight System: CO appointed, 304; settlement, 443.

Pacific Western Trucking Division: settlement, 72.

Queensway Tank Lines Limited: CO appointed, 531; no further conciliatory action, 667.

Rebel Transport Limited: CO appointed, 743; settlement, 879.

Robert Sentineal Moving & Storage Ltd.: unit of drivers and helpers: CO appointed, 382; settlement, 443.

Soo-Security Motorways Ltd.: Locals 31 and 213: CO appointed, 304; settlement, 443-4.

Soo-Security Motorways Ltd.: Locals 979, 990, 395, 362: CO appointed, 583; settlement, 744.

Speedy Storage and Cartage Limited: CO appointed, 149; settlement, 221.

T.I.M.E.-D.C. Inc.: CO appointed, 304; settlement, 443-4.

Van-Kam Freightways Ltd.: CO appointed, 304; settlement, 443-4.

Western Cartage and Storage (1962) Limited: CO appointed, 304; CC appointed, 444; settlement, 585.

Zenith Transport Limited: CO appointed, 743; settlement, 816.

### TELECOMMUNICATIONS WORKERS UNION

#### Dispute:

Canadian Overseas Telecommunication Corporation: CO appointed, 743; settlement, 879.

### TIME-DC INC. AND CANADIAN FREIGHTWAYS LIMITED

#### Dispute:

Office and Technical Employees: CO appointed, 382; settlement, 584.

### T.I.M.E.-D.C. INC.

#### Dispute:

Teamsters: CO appointed, 304; settlement, 443-4.

### TORONTO, HAMILTON AND BUFFALO RAILWAY

#### Dispute:

United Transportation Union (T): mediator appointed, 585; settlement, 668.

### TRAILWAYS (TRAVELWAYS) OF CANADA LIMITED

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Railway, Transport and General Workers: unit of full-time bus drivers: CO appointed, 382; settlement, 531.

### TRANSAIR LIMITED

#### Disputes:

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agents: CO appointed, 382; CC appointed, 444; CC report, 532; settlement, 668.

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Air Line Flight Attendants: CO appointed, 531; CC appointed, 584; CC report, 668; settlement, 744.

WESTERN CARTAGE AND STORAGE (1962) LIMITED

Dispute:

Teamsters: CO appointed, 304; CC appointed, 444; settlement, 585.

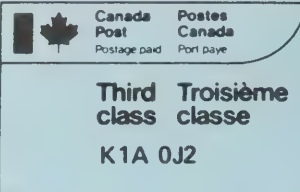
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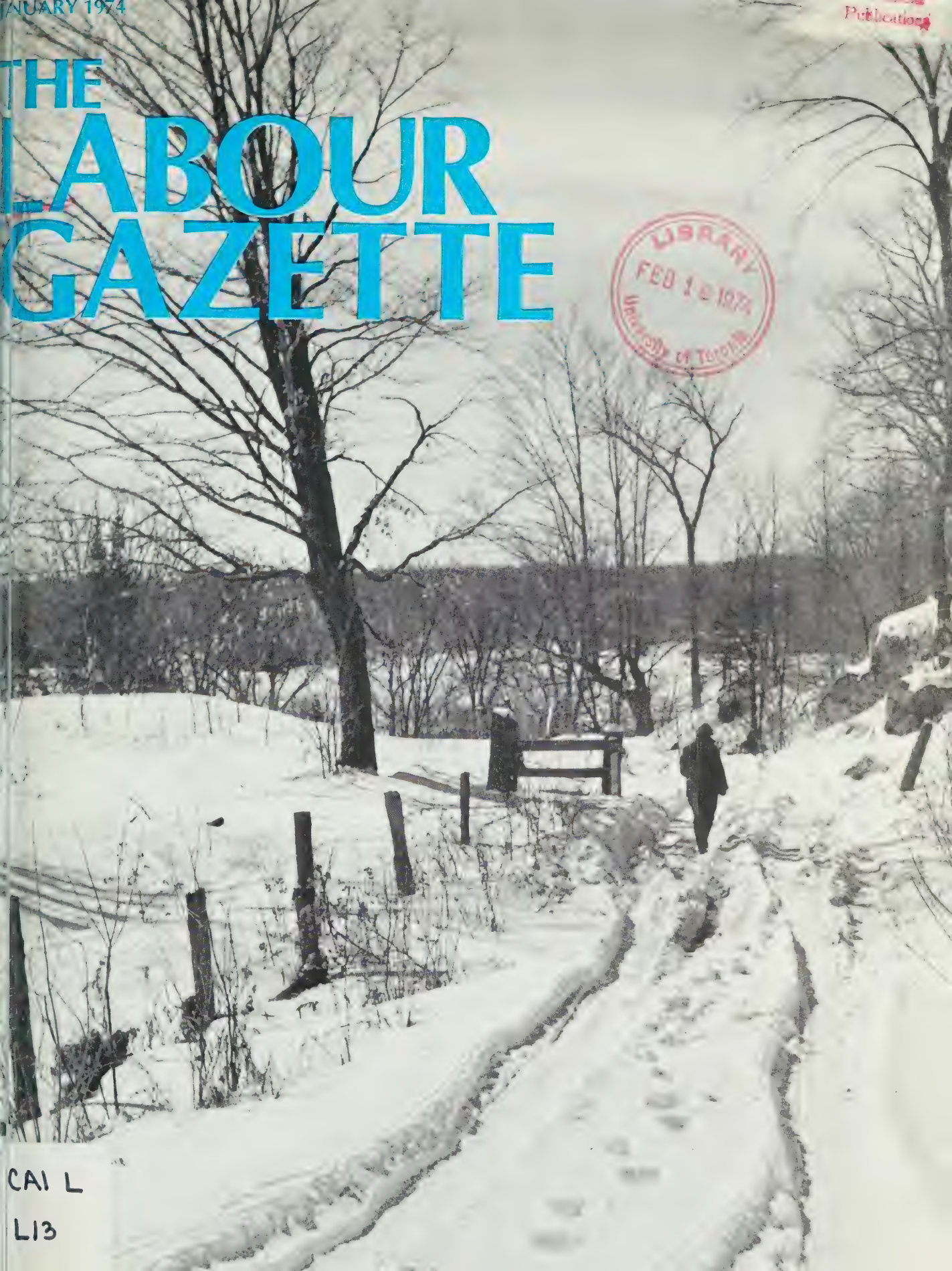
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JANUARY 1974

Publication

# THE LABOUR GAZETTE



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The Society of Professionals in Dispute Resolution (SPIDR) held its inaugural convention in October. The international society will allow the exchange of ideas and techniques among professionals in labour dispute settlement. Among the topics discussed at the convention was the "Med-Arb" concept. See: SPIDR, A forum for Professionals in Dispute Resolution.



# THE LABOUR GAZETTE

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Labour  
Canada

Travail  
Canada



# NEWS BRIEFS

■ **The Canadian labour market works in a rational and predictable manner, and labour and worker mobility flows respond to economic incentives**, according to a study by Dr. John Vanderkamp of the University of Guelph. In Special Study No. 16, **Mobility Behaviour in the Canadian Labour Force**, released by the **Economic Council of Canada**, Dr. Vanderkamp suggests that a policy of wage controls can prevent an industry from solving labour supply problems.

He rejects the position supported by the Organization for Economic Co-operation and Development, among others, that incomes policies can be pursued without harmful effect on the working of the labour market, since labour supplies do not respond to differential earnings. This argument is fallacious, at least in the Canadian context, he says, because his study demonstrates that **Canadian workers do in fact respond to income prospects**.

According to Dr. Vanderkamp, the functioning of the labour market is sufficiently flexible and capable of absorbing changes and facilitating adjustment. He says special-interest policies (e.g. tariffs, import quotas, subsidies) can be abandoned without fear of prolonged and serious unemployment. He does not think that an all-out manpower policy with many subsidies and special privileges for movers is required. However, mobility subsidies may be justified when there are exaggerated uncertainties, and government programs such as some federal-provincial transfers, welfare payment schemes, and unemployment insurance, which tend to reduce the incentives to move. The problem of exaggerated uncertainty arising from lack of information about income and employment prospects may be directly attacked by providing information

about job opportunities and labour market conditions. The discrimination of the capital markets against persons with little wealth may be counteracted by making loans to movers.

■ **American-based unions in Canada in 1971 collected nearly twice as much money as they spent**, according to the annual report under the **Corporations and Labour Unions Returns Act (CALURA)**. The report, released by Statistics Canada, shows that international unions collected \$50.6 million in Canada from assessments and dues, and paid out \$25.6 million in salaries and strike, pension and welfare benefits.

The 1970 report showed that international unions in Canada collected \$45.6 million and paid out \$31.8 million. The biggest drop in expenditures from 1970 to 1971 was in strike benefits, which fell to \$7.8 million from \$15.1 million. In 1971, there were 2.9 million man-days lost due to strikes, with 6.5 million man-days lost in 1970. Strike benefit assessment totalled \$18.5 million in 1970 and 1971; strike payments totalled \$22.9 million.

Salaries and wages paid to officers and employees of international unions in Canada increased in 1971 to \$13.9 million from 1970's total of \$12.4 million.

Since 1965, the CALURA reports have shown international unions collecting \$95 million more in dues and assessments than they have spent.

The Corporations and Labour Unions Act, passed by Parliament in 1962, requires every labour organization in Canada to file financial statements showing assets and liabilities. However, Statistics Canada issues a disclaimer with each report, noting that the study is not a complete statement for either income or expenditures. The Canadian Labour Congress (with 1.8 million members, of which 75 per cent belong to international unions) has criticized the CALURA reports because, it claims, the reports do not provide a true impression of the monetary income and expenditures of international unions. According to CLC spokesmen, the CALURA reports do not include money spent by the unions on administration, publications, research, postage, public relations, professional services and depreciation on fixed assets. But the reports also do not include some union income, such as interest earnings and dividends on the \$69.2 million in investments that international unions hold in Canada.

■ **Corporations, landlords and governments are reaping the benefits of an expanding Canadian economy at the expense of wage earners,** according to Arthur Smith, President of the Conference Board in Canada. Addressing a business outlook conference in Toronto last October, Smith said that "very little of the large growth in total real income during 1973 has been flowing to wage and salary earners. It has very largely been flowing into other forms of income: higher corporate retained earnings, higher tax revenues of governments, higher rents and higher interest and dividend payments." The Conference Board is a non-profit research body that provides economic facts and business projections.

Smith, a former chairman of the Economic Council of Canada, said rising prices have deflated wage and salary increases. The long-term existence of this situation would create strong pressures for wage and salary advances, thereby causing higher food and housing prices to become embedded in higher labour costs. This would have serious effects on the future health of the whole economy, he said.

Smith forecast **real economic growth in 1974 would be lower than the growth of the preceding three years.** Higher unemployment, continuing high overall price increases, accelerated wage and salary advances, reduced profit margins and possible interest rate increases will also be experienced this year, he predicted. The housing boom is over, he said, as is the consumer durables boom and the profits boom.

■ **A new industrial relations service to assist labour and management in the development of more constructive relationships has been introduced in the Canada Department of Labour.** The service, to be administered by the Union-Management Services Branch, was set up because of evidence indicating employers and unions want better relationships with each other. It will concentrate on procedures during the closed periods of collective agreements.

"Meaningful consultation during the closed period can develop skills in fact-finding and problem-solving that can be useful when the time comes again to negotiate a new agreement," said Hon. John Munro, Minister of Labour. The service will also make available information on issues and trends in collective bargaining, such as variations in weekly working hours and in working conditions.

■ **Jacques St-Laurent of Québec City has been appointed to head a commission of inquiry into employment practices relating to hours of work in the shipping industry** on the St. Lawrence River, the Canadian East Coast of Newfoundland.

The commission was set up in response to a request from the St. Lawrence Shipowners' Association and from Federal Off-shore Services Limited, a company servicing East Coast oil drilling operations. They both maintain that the application of the hours of work provisions of the Canada Labour Code, Part III (Labour Standards), are detrimental to the operations of their industries.

The St. Lawrence River and East Coast of Canada Shipping Hours of Work Extension Order, which suspends the hours of work provision of the Labour Code, expired December 31. A further suspension of the hours of work can only be given by regulation following an inquiry. The present provisions will remain in effect until a new regulation is issued or until 180 days after receipt of the commission's report.

Although similar provisions of the Newfoundland Shipping Employees Hours of Work Regulations are not due to expire, it was considered advantageous to study the East Coast shipping industry in its entirety. As well, shipping companies that carry supplies to offshore drilling rigs are not covered by special hours of work provisions.

The commission will recommend whether application of the hours of work extension is in the best interest of the employees; whether the Labour Code provisions are detrimental to the operations of the shipping industry; what hours of work and overtime pay rates should be established; and the method that should be used to determine hours of work.

St-Laurent, a professor in the Laval University Faculty of Social Sciences, has had extensive experience in industrial and labour relations. He was chosen to head a previous inquiry, the Inquiry Commission on the St. Lawrence Ports.

■ **The Ontario Court of Appeal denied the Becker Milk Co. Ltd. the right to appeal a decision of a provincial inquiry that managers of Becker stores are employees entitled to benefits under the Ontario Employment Standards Act.** This decision opens the way for managers in the 400-store chain to seek up to two years back pay for overtime, vacation, severance and for working under the minimum wage. Milk stores are open from 9 a.m. to 11 p.m. seven days a week—a 98-hour week unless the manager can get a substitute for himself.

Becker had argued that the managers were self-employed because they were in business for themselves and were therefore not covered by the Employment Standards Act.

Prof. Donald Carter of Queen's University was appointed in 1972 by the Ontario Ministry of Labour to conduct an inquiry into the status of the Becker managers. He ruled that the managers were employees, a decision that Becker failed to upset in divisional court and which went to the appeal court.

■ **Four women were among seven persons appointed last November by the Alberta Government to form the Alberta Human Rights Commission.** The commission, empowered to investigate discrimination related to race, colour, religion, sex, age, ancestry or place of origin, will be led by Dr. Max Wyman, President of the University of Alberta, who will retire from that post on July 1.

Women members of the commission are: Jean Forest of Edmonton, a separate school trustee; Muriel Venne of Edmonton, from the Metis Association of Alberta; Connie Osterman of Carstairs, longtime chairman of a committee that advocated changes in the surface rights act; and Nomi Whalen of Calgary, administrator of the Art House school and studio and a former school teacher. The male commission members are, besides Dr. Wayman: Vince Cooney of Calgary, a lawyer and a former judge of the Court of Canadian Citizenship for Southern Alberta; and Marvin Fox of Cardston, director of the Kainai Community Services and President of the Indian News Media.

■ **Ontario nurses have formed a province-wide union,** The Ontario Nurses' Association, that will represent most of that province's 35,000 to 40,000 nurses. It is anticipated that most of the former 100 independent nurses' associations will merge with the new union, which will seek Ontario Labour Relations Board Certification. Groundwork for the union was done by the Registered Nurses' Association of Ontario, a voluntary professional organization that could not receive certification because its membership included ineligible nurses, such as those in management jobs, and it excluded graduate nurses.



■ **Laurette Robillard** has been appointed chairman of the new **Québec Council on the Status of Women** (L.G. Sept., p. 584).

She was a founding member of the *Fédération des Femmes du Québec* (Québec Women's Federation) and is a member of the federal Advisory Council on the Status of Women. For the past 15 years, she has been active on various committees and organizations concerned with the status of women. She also supervised a grant from the Royal Commission on the Status of Women for a study on the participation in politics of women in Québec. She has had a successful business career and has been an active member of the *Chambre de Commerce de Montréal* and the *Montreal Personnel Association*.



**Laurette Robillard**



**Bernard Wilson**

■ **Bernard Wilson, Deputy Minister of Labour since September, 1971, retired from the federal public service at the end of November 1973.**

Throughout his 34 years of service to the Canada Department of Labour, Mr. Wilson held many important and sensitive posts, becoming well-known and respected among labour and management groups across the country for his insight and astuteness in the mediation process.

Among the senior positions he held over the years were Secretary of the Wartime Labour Relations Board, Secretary of the Canada Labour Relations Board and later its chief executive officer, Director of the Industrial Relations Branch of the Department and, prior to his appointment as Deputy Minister, Assistant Deputy Minister with special responsibility for industrial relations.

Mr. Wilson had a special interest in the International Labour Organization. On many occasions he represented Canada as a delegate and adviser to conferences and committee meetings, and in June 1971, he headed the Canadian delegation to the ILO conference in Geneva, Switzerland.

■ **R. Brian O'Regan, Director of Public Relations of the Canada Department of Labour for more than three years, left this post at the end of November 1973.**

Mr. O'Regan's extensive experience spans careers in both the Canadian Armed Forces and the federal information service, which he joined five years prior to his Labour Department appointment.

During his military career, he served as public relations officer, Prairie Command (Army), in a similar capacity with Canada's NATO forces, and as Staff Officer, Public Relations, UN Emergency Force.



**Brian O'Regan**

Later, in the federal public service, he was Chief of Information, Canadian Immigration Service, Department of Manpower and Immigration, and Assistant Director, Information Division, Department of Agriculture.

His special interest in public relations and information operations is reflected in the numerous assignments he accepted in addition to his normal duties. These included chief press officer for the Constitutional Conference Third Meeting, chairman of a board organized by the Public Service Commission to appraise junior and middle levels of the information services group, and Course Director in the development of courses for this group. He was also loaned to the Task Force on Government Information as public relations advisor. Active in the Canadian Public Relations Society, Inc., he held many appointed and elected offices, including that of regional vice-president. Mr. O'Regan will take up new duties early in 1974.

■ **Economist Dian Cohen calls it "slave labour." Slave labour no longer exists in North America? she queries. "Wrong. Millions of women labour long hours at work widely acknowledged to be productive and essential to the smooth workings of our society. Yet housewives are not paid for the services they perform in their own homes. Neither are they considered to be in the labour force, which effectively prohibits them from benefiting from a wide range of social security programs.**

"Why is it that housewives have no official labour-force status in Canada—or any other country?" she queries, calling for the inclusion of housework in Gross National Product calculations. Excluding unpaid housework is underestimating our national wealth, she says. "The big problem is how to compute the value of household chores. How does one decide whether a housewife is worth \$20,000 a year or \$2,000?"

The most critical area in the fight for equality—or, at least the one that is receiving the most exposure—is still the workplace. The Ontario government's position paper on equal opportunity for women in Ontario deals only with women working outside the home. And "the Supreme Court of Canada has, in effect, ruled that women's work—what we do from dawn to dark, seven days a week, 365 days a year—is worthless," columnist Robin Field pointed out in an article on the Murdoch case—which could have as much influence on the future of women's rights in Canada as the decision concerning Indian women's rights.

"In case you missed the story," Field wrote in her October 11, **Globe and Mail** column, "Irene Murdoch of Nanton, Alberta, says she was forced to leave her matrimonial home 'without even so much as a spoon'. And the Supreme Court, in a 4 to 1 judgment, says she's not entitled to any share in her husband's ranching business. She went to the Supreme Court after Alberta courts awarded her a judicial separation from her husband and \$200 a month, but denied her claims to any interest in the ranching business she had helped him develop. Four out of five judges failed to place any value on Mrs. Murdoch's 25 years of washing and ironing, cooking and cleaning, mending and patching. The fact that she ran Mr. Murdoch's home, and if she's anything like most farm wives, contributed hours of labour on the farm, is worth nothing," continued housewife-columnist Field. If women's work is indeed worthless, "no wonder more and more women don't want to do it anymore."



Union-Industries Show display



■ **The third Union-Industries Show**, sponsored by the Union Label Trades Department of the Canadian Labour Congress, was acclaimed by visitors but apparently was **the last of what CLC officials had hoped would become an annual event.** Held last October in Edmonton, the five-day show attracted an estimated 135,000 visitors to the more than 200 displays publicizing the products and services of unions and their members.

The first show, a result of co-operation between Canadian companies and their union-member employees, was held in Kitchener, Ontario, in 1970; the second, in London, Ontario, in 1971.

■ **The Canadian Union of Public Employees (CUPE) in 1973 marked the 10th anniversary of its founding.** It was created by the merger of the National Union of Public Service Employees and the National Union of Public Employees. In 1963, CUPE claimed a membership of 76,000 workers in 517 locals; during its first year of operation, this grew to 83,000 and by August of 1966 the membership numbered more than 100,000. In 1971, CUPE's membership passed the 150,000 mark and as it celebrated its ninth anniversary last year, CUPE represented 182,000 workers in more than 1,000 locals.

■ **Leonard (Red) McLaughlin, 46, President of the 10,000-member Seafarers' International Union of Canada, was named a permanent member of the executive of the International Labour Organization** last October. Roman Graliewicz, SIU executive vice-president, replaced McLaughlin as SIU President.

■ Herbert Gargrave, 67, Canadian Labour Congress ombudsman since 1971 and staff representative of District 6, United Steelworkers of America from 1949 until 1970, died November 20 in a Toronto hospital.

As well as working for the Steelworkers, Gargrave served at various times on the executive board of the British Columbia Federation of Labour and the executive council of the Ontario Federation of Labour. He was considered an expert in labour arbitration and was a member of the Ontario Labour-Management Arbitration Commission, a government body to promote and strengthen voluntary arbitration. In 1971, he was appointed ombudsman for the CLC to deal with certain disputes among Congress affiliates.

Gargrave also worked as provincial secretary of the British Columbia Co-operative Commonwealth Federation and was a CCF member of the British Columbia Legislature from 1941 to 1949.

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## LETTER TO THE EDITOR

May I draw your attention to an error in your News Briefs, September 1973?

It is stated that six secretaries in two Windsor, Ontario, law firms have become the first unionized law-firm employees in Canada to be granted collective bargaining rights. The story goes on to say that, according to Union representative Wilfred Peel, these are the first law firms to be certified in Canada, and, according to his information, in North America.

The fact of the matter is that the law firm of Rankin, Robertson, Giusti, Chamberlain and Donald, in Vancouver, has been certified for some four years now. The twenty or so secretaries are organized into the Office and Technical Employees Union, Local 15, to which I belong, and enjoy all the benefits of belonging to a trade union.

(Mrs.) Rosaleen Ross,  
Vancouver, B.C.

Sorry. Our information was faulty.—Ed.

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# INTERNATIONAL ROUNDUP

■ **Michael O'Leary, Ireland's Minister of Labour, has announced that the National Coalition Government is firmly committed to the concept of industrial democracy (worker participation)** and that appropriate legislation will be introduced as soon as possible. The Minister says he has already set up a section in his department to conduct research necessary to support the Government's commitment.

The Government intends that worker-directors be elected directly from the workforce in the interests of minimizing both management and union influence over them. Proposed legislation would also provide the necessary training for the worker-directors and allow them sufficient free time to perform their duties effectively.

■ **Japan's wage and employment practices have been a major factor in its economic development,** according to a study by the Organization for Economic Co-operation and Development. **But the Japanese system—based on the principles of "life-long employment" and "seniority wage progression" for "regular" workers—is slowly changing** says the OECD. Manpower shortages are leading to a more flexible, Western-type labour market, enabling workers to change jobs more frequently.

The advantages of the Japanese employment system—employment stability, low levels of unemployment, income changes based on family needs—are offset by restrictions on labour's freedom of movement, limited rewards for individual effort and improved performance, the gap between the end of "life-long commitment" at the age of 55 and the receipt of a public pension at the age of 60.

Since the introduction of the Basic Employment Measures Plan of 1967 and the New Economic and Social Development Plan for 1971-75, the Japanese authorities have intervened more vigorously in the operation of the labour market. The creation of the semi-autonomous Employment Promotion Project Corporation has improved labour mobility between regions and industries.

**Some aspects of Japanese manpower policy that could be applied profitably in other countries include:**

- placement and occupational guidance of new school graduates;
- computerization of the placement function;
- systematic reconversion of training of job seekers;
- original policies related to middle-aged and older workers, for example "talent banks" and employment quotas for these workers in certain sectors.

■ **Japan will soon surpass the U.S. and Canada in worker productivity**, predicts an American industrial relations expert. James C. Abeggan, a Tokyo-based business consultant and author of several books on Japanese industry and labour relations, expects Japan to overtake the U.S. and Canada because "Japanese firms are neither subject to the interruptions of strikes nor to the restraints of resistance to new technology."

Abeggan, author of **Management and Worker: the Japanese Solution**, says: "We are a society with a tradition of individualism, of contrast. Japan's pattern of mutual commitment on the job runs against the grain of our culture, our personality and our training." He believes that we have created a situation where new technology is perceived as a threat. "It is against the interests of the North American worker to accept new technology because it threatens his job and his income. The Japanese worker, however, accepts automation and transfers because he is guaranteed job security through Japan's lifetime employment system."

■ **Strikes are rare in Japan, and nation-wide strikes are almost unknown. But Japan's organized labour is showing every indication of a new militancy** that may disrupt the usually harmonious relations between Japanese employer and worker.

The new militancy was noticeable at a preparatory meeting of the **1974 Joint Spring Labour Offensive Committee**, held in early October to establish strategy for spring negotiations. The Joint Committee, representing some 8½ million of Japan's 11 million

unionized workers, has suggested a series of demands that include a sizable wage increase with a built-in cost of living escalator, reduction of the workweek from 48 to 35 hours in large companies and to 40 hours in smaller enterprises, the right to strike for the public service, and improvements in welfare benefits.

This new aggressiveness on the part of organized labour is seen as a sign of a growing desire to share in Japan's growing economic triumphs (LG April, p. 240; July, p. 426).

■ **Canada was third in the world in 1972 in man-days lost through strikes**, according to data from the International Labour Organization. **For every 1,000 Canadian workers, there were 1,430 days of work lost.** Leading the world in days lost per man was **Britain**, with 2,080 days lost for every 1,000 workers. **Italy** was in second place, with 1,680 days lost for every 1,000 workers. Following Canada, in fourth place was **India**, which experienced 1,230 days lost per 1,000 workers. The **United States** lost 870 days per 1,000 workers, its lowest figure in seven years.

■ **Since last spring, West Germany has been plagued by a number of un-German labour disruptions**, ranging from a work-to-rule slowdown of air traffic controllers to a heated battle at the Ford plant in Cologne that sent 30 men to hospital.

Under German law, all strikes are illegal during the tenure of a negotiated wage settlement. The first slowdowns and wildcats were carried out without union blessing and were promptly denounced by IG Metall and other labour organizations. More recently, however,

the unions have been slower to rebuke illegal strike action. After shutdown of a metal complex in Bielefeld, unions approached the Federal Labour Court for a ruling to differentiate between illegal wildcat strikes and spontaneous "warning" strikes, which might be carried out with unofficial union approval. Rank and file members have been complaining that current wage agreements were "too reasonable" in the light of increasing inflation, and they point to the superior gains made by the wildcat strikers.

**Inflation has been running at close to 8 per cent in Germany—and hardest hit are the less skilled, less well paid foreign workers.** These "guest" workers, who actually form a majority in some plants, do not shrink from the illegality of wildcat strikes. And **they have the sympathetic support of new generation Germans** just entering the labour market who are unburdened by the memories of the Big Depression and postwar reconstruction, and who are no longer content with full employment and the constantly rising standard of living so much envied by the rest of Europe.

West Berlin has a total of 162,000 or more registered foreign workers, mostly Turks—and it was the Turks who touched off the present unrest at Ford, when about 300 of them were fired because they were late getting back from their holidays. Spokesmen for the Turkish workers, considered to be diligent and industrious even by German standards, claim that **intolerable working conditions are responsible for many of the wildcat strikes.** They argue that Ford assembly lines were run too fast, that work pauses were few and far between, and that labour unions work exclusively on behalf of German nationals without consideration for the needs of foreign workers.

■ **Voluntary arbitration as a strike substitute, undergoing its first major test in the United States, could be the precedent for many future contract negotiations in that country, and possibly in Canada.** The United Steelworkers of America, representing 350,000 employees, was scheduled to begin bargaining in January on a two-year contract with 10 U.S. steel companies. If an agreement is not reached by April 15, unresolved differences will be submitted to a board of three impartial arbitrators, two of whom will be familiar with steel-industry collective agreements.

I. W. Abel, President of the United Steelworkers, said during the October convention of the American Federation of Labor-Congress of Industrial Organizations that if the arrangement is successful, it will be given consideration elsewhere. The very commitment by the union and companies to turn over unresolved issues to a third party will be an incentive to work hard for an agreement, he declared.

The Steelworkers' wage policy committee drew up broad guidelines on pay and fringe benefit goals for negotiations with the steel, container, aluminum and non-ferrous manufacturers. But **voluntary arbitration affects only the steel makers**, not because past strikes have hurt the industry, but because with each collective bargaining session the fear of strikes led to steel stockpiling and a loss of American markets to foreign competitors.

The experimental negotiating agreement will guarantee steelworkers a minimum annual salary increase and will continue a cost of living escalator clause won by the union in 1971. The union retains the right to strike on local plant issues. Bargaining issues include improved pension plans, a drug prescription program, increased life insurance, voluntary overtime and an improved working environment for all union members.

Abel thinks **voluntary arbitration may gain acceptance as a way to deal with special problems in certain industries, but not necessarily in all situations.** The steel industry is one example of a situation where voluntary arbitration is needed, he said. Another is the U.S. railway industry, which also needs alternatives to the strike for the solution of labour disputes.

■ The third triennial congress of the **International Industrial Relations Association** (held September 3-7 in London, England) was marked by the **retirement of its first president and co-founder, Professor B. C. Roberts** of the London School of Economics, and the **election of his successor, Professor John Dunlop** of Harvard University, concurrently President Nixon's administrator of the prices and incomes policy.

The IIRA brings together national industrial relations associations, research institutions and individual industrial relations specialists from all over the world. Since its formation in 1966, this "august and useful body" has, in the words of one observer, "managed to steer a non-political course

through a tricky field of contending influences. Papers read at the September congress included those given by senior Russian academics (publicly forecasting their countries labour problems), while other participants were from ultra capitalist Japan and the USA—as well as from Spain and Taiwan."

In a recent commentary on the occasion, **Industrial Relations Europe** noted that "some 500 labour-management experts from 40 countries turned out in tribute to their retiring mentor and guide. Prof. Roberts' opening address was in keeping with the solemnity of the occasion.

**"The critical question posed by our present and future situation, he said, is whether collective bargaining in its traditional form can survive.** His answer was yes—but only if societies were able to solve the problem of income and capital distribution without such social conflict as might lead to politically imposed solutions. Or as Prof. Roberts expressed it: 'The demand for free collective bargaining in the context of government policies to maintain high rates of economic growth and very low levels of unemployment is a demand that inflation should be allowed to run unchecked'. He went on to say that unless pressures for increase in prices, wages and salaries are constrained by an effective combination of economic policies—which may in Europe involve higher levels of unemployment than over the past twenty years and drastic changes in existing methods of income determination—'we are likely to see the level of inflation continue to rise, perhaps until it reaches Latin American levels'. He added, 'We are therefore, I think, likely to see the continuation of national incomes policies in one form or another.'"



■ **Britain's Government recently announced its proposals for Phase 3 of its prices and incomes policy.** Prime Minister Heath described Phase 3 as introducing a **stricter control of prices**, but providing **greater scope for wage bargaining**.

On the pay side, the proposals call for a wage increase limit of 7 per cent or \$5.6 a week. The choice of a percentage increase or a flat rate increase has been suggested in order to assist the lower paid worker, who may benefit more from the flat rate. In addition to the basic limit, an additional 1 per cent is available to workers who sign agreements that remove anomalies and obstacles to better manpower utilization. Extra pay incentives were proposed for increased productivity, "unsocial" working hours and to advance the cause of equal pay for women. A cost of living factor is also built into the proposals.

On the price side, the Government's basic aim was to restrain price increases and to secure price reductions, while protecting and encouraging investment.

The Economic Committee of the Trades Union Congress has reviewed the document and is preparing a report for the TUC's General Council. The Congress' initial reaction was a statement by Len Murray, General Secretary, that it was not the Congress' intention to have further discussion with the Government concerning the counter-inflation policy.

The Confederation of British Industry expressed reservations over the restraint on profit margins and what it might mean to investment policy in the future. The Government's proposal stated that in order not to discourage investment, any reduction in profit margin resulting from price controls would be limited to 10 per cent. Companies with a low profit margin would be permitted to increase prices to achieve an 8 per cent return on invested capital.

■ The Commission of the **European Economic Community** has issued a **report on multinational firms** in Europe urging the nine member countries to take joint action against abuses such as tax evasion, monetary speculation and disregard for workers' rights. Although no deadlines were set for specific actions, a few quick decisions are expected.

Noting that 40 to 50 per cent of foreign investment in the community is of U.S. origin, the Commission states that specific measures should not discriminate against firms owned and controlled by non-Europeans. It sees the need to meet and possibly negotiate with the Americans and Japanese on specific problems raised by multinationals, especially in the tax sector. The document makes it quite clear, however, that Europe is irritated with what it considers discrimination against European investments in the United States, citing the interest equalization tax, and the "Buy America" rule that blocks foreign firms in the United States from seeking defence contracts.

The new document includes a proposal to prevent mass firings; other proposals give the Commission strong powers to control mergers, and to establish a co-ordinated EEC system to assure supplies of vital raw materials, especially oil.

The paper calls for a system of checks on the amounts of money entering and leaving the community as a way to limit speculation by firms. It also seeks a network to detect and pursue tax evasions, saying that in this area co-operation is needed beyond community boundaries. The Commission urges members to act to require firms to publish clear information on their financial activity.

■ **A recent survey by U.S. News and World Report** revealed that "almost unnoticed by most outsiders, **the trade union movement is making a deep penetration into higher education.**" The magazine noted that close to 300 colleges and universities were bargaining collectively with representatives of their faculties in 1973 on salaries, fringe benefits and working conditions. The bargaining units represent some 80,000 faculty members—about 15 per cent of national teaching strength.

"Since 1966, negotiations have resulted in the signing of 143 first-time union contracts, suggesting a sharp reversal of the historic position of academics that their interests and status as professionals are incompatible with trade unionism," the magazine observed.

Union strength appears to be divided mainly among three competing groups: the **National Education Association**, representing about 47,000 faculty members at 102 colleges and universities, has negotiated more than 75 contracts; the **American Federation of Teachers**, with locals on some 200 campuses, has 60 contracts covering 15,000 teachers; and the **American Association of University Professors** has 13 contracts covering about 12,000 faculty members.

"Sentiment for unionization is found to be strongest among faculty members under 30, among those without the security of tenure, and those—young or old, tenured or not—who lean 'left' politically," said **U.S. News and World Report**. "Most of the organization has been done in public institutions, particularly in community colleges where faculties have limited power and prestige. So far, only a few private schools have signed union contracts."

Some observers attribute the success of the current union drive to changes in labour law permitting collective bargaining in public and private colleges and to the financial crisis in higher education. Faculty members are complaining that salary increases are not keeping pace with the cost of living; rising costs and declining enrollments in the universities are leading to retrenchment; and jobs are becoming more and more scarce.

Although salary increases in recent agreements have ranged from 5 to 8 per cent, the latest contracts tend to stress job security and grievance procedures rather than wages and fringe benefits. Students are worried, however, that monetary gains won by faculties

will have to be paid for through higher tuition fees and that strikes may interrupt their studies. Student organizations are beginning to sit in on bargaining sessions, though usually as observers, and are exploring the possibility of forming their own unions to protect their interests.

"While unionization of professors is growing and will continue to grow, observers believe that it will be a long time before it dominates higher education, and even longer before it penetrates strong research universities such as Harvard and Yale," said **U.S. News and World Report**. "A survey by the American Council on Education, made public on August 29 disclosed that one third of the U.S. professoriate still oppose collective bargaining by faculties."

Analyzing the trend in the summer issue of **Change** magazine, Professor Seymour M. Lipsit of Harvard University and Professor Everett C. Ladd Jr. of the University of Connecticut said: "Although collective bargaining and faculty unionism in higher education seem here to stay, their rapid growth has hardly met with universal acclaim. Traditional grounds for opposition remain, and a large segment of the professoriate continues to be opposed. It is by no means certain, then, that unionization will move across academe with the inevitability of an incoming tide. What is clear is that significant momentum for faculty unionism exists, and that conditions are ripe for a prolonged contest in which the stakes are high."

■ **Plagued by a worsening labour shortage, Czechoslovakia has launched a campaign to eliminate wasteful employment and persuade women to have more children.** Nearly half the work-force consists of women, most of whom have to rear children, prepare meals for husbands and shop for their families as well as do their jobs.

Everyone over the age of 18, except housewives, is obliged by law to hold a regular job or else face prosecution for parasitism. Pensioners are given financial incentives to continue working in key occupations after reaching retirement age.

Worried about the lack of young people in an ageing population, the Government has tightened abortion laws. Since July 1973, a married woman can only have an abortion for medical reasons or if she already has two children. A woman can take up to two years paid maternity leave from her job, with her promotion prospects officially protected. Child allowances and other financial benefits for families have also been increased in the past year.

Public services, shops, offices and factories are visibly understaffed, and the situation has noticeably worsened in the last two years. Owing to a steady decline in the birthrate from 1955 to 1970, the increase in the labour force over the next 20 years will average only between 10,000 and 15,000 people annually. This is far too small to provide the manpower needed to maintain Czechoslovakia's planned 5 to 6 per cent annual

rate of economic growth. Planners are faced with the difficult task of achieving economic growth almost solely through increased productivity. The state economic plan puts a severe curb on the number of people each enterprise may employ. But most enterprises cannot even attract enough employees to reach the ceiling, and vacancies total 300,000.

The authorities lay the greatest stress on efforts to redistribute labour so that wasteful jobs are eliminated and more workers are available in key industries and areas with major shortages. Workers are persuaded to change jobs by offers of higher wages, larger family allowances, suitable housing and paid opportunities to visit families that they have left behind. Czechoslovak officials say, however, that it is still too difficult to pry labour from non-profitable sections of the economy.

■ Under a **Swedish law**, effective January 1, 1974, the maternity benefit paid under the national health plan has become a **"parent benefit."** A maternity benefit was payable to the mother for up to six months in connection with childbirth under the previous scheme. Now, the six-month period may be divided between the mother and father should the mother decide to return to work and the father to stay at home with the newborn child. Payments are related to the income of the parent remaining at home.

■ **Beginning this month, full-time union officials and staff members will be able to earn college credits and even a college degree** through a co-operative program of the AFL-CIO Labor Studies Center and Antioch College, Yellow Springs, Ohio.

Under an experimental "university without walls" concept, they will continue their full-time work in the labour movement while following an individually designed learning program that makes use of educational resources in their home communities and independent research often related to their work experience.

A team of advisers will periodically review the progress of the degree plan, and each student must demonstrate competence in basic areas of labour studies before qualifying for the Bachelor of Arts degree that Antioch will confer. The degree program is limited to 50 students.

■ The island State of **Tasmania, Australia**, has announced plans to help finance a **comprehensive educational training scheme for trade union leaders**. State aid will take the form of an annual grant to the Tasmanian Trades and Labour Council, which is forming a committee to administer the program.

Neil Batt, Chief Secretary in the Government of Tasmania, said that courses would be conducted at three levels: for full-time union officials, for honorary branch officials and for job representatives.

He said a formal training scheme for union officials was made necessary by developments in technology, and the complexity of modern industrial relations.

"The lack of a program and facilities has prevented trade union officials from equipping themselves with the knowledge and techniques their tasks now demand," Batt observed. He said that union leaders often had to combine the roles of administrator, research officer, negotiator, advocate and social worker. "This is just one reason that it is so important that they have access to a training program."

Subjects in the course are expected to include trade union rules, principles of organization, administration, State legislation, automation and technological change, methods of negotiation, bargaining and advocacy, and communication.

The training program is considered **most important with regard to the role of job representatives** because they are the vital links in the chain of communication and consultation between unions and employers, Batt said. An ineffective job representative is a potential hazard to the union organization, members on the job and the employer.



■ The major advance for women in male-dominated Australia is that "women's interests are beginning to be talked about in the political arena," according to Elizabeth Reid, Australia's special adviser on women's interests to Prime Minister Gough Whitlam.

Reid, a 30-year-old senior tutor at the Australian National University in Canberra, is conducting research and advising the Prime Minister on a wide range of domestic issues, especially those concerned with the welfare of women. A notice in the Australian papers that the Prime Minister was looking for "a person of imagination and capacity" to advise on women's issues caused a furore in the news media and among feminists. The response to the advertisement was a barrage of applications from some of the most highly qualified women in the country. More than 400 women and, surprisingly, a few men applied. Seventeen applicants were interviewed, and Reid was finally chosen. Her appointment is an Australian first.

Women became a force to be reckoned with in Australian politics during the 1972 federal election. Through organized lobbying, they were able to persuade politicians for the first time in many years that social problems of particular relevance to women had to be discussed in a political context.

Issues such as child care, employment opportunity, equal pay and a general desire to participate more fully in Australian society were widely aired during the campaign and were included in policy speeches of the contending parties.

With no significant representation in Parliament (there are only two women Senators and no women members in the Australian House of Representatives), persistent lobbying is at this stage one of the few options open to women for attaining their objectives.

■ **The Australian Government has elected a woman as first chairman of the country's Social Welfare Commission.** Mrs. Marie Coleman, one of the nation's best known social planners, has been appointed to head an 11-member team authorized to make recommendations to the Government on the development of social welfare in Australia. Her appointment is for a term of up to seven years.



Marie Coleman

Mrs. Coleman is a graduate in Arts and has a Diploma of Social Studies from the University of Sydney. Through her work on the Commission she will be trying to build up a system that will make it possible for individuals to fulfil their maximum potential, not one that merely looks after handicapped people. "Health care, for example," she says, "shouldn't be something that only some people can afford." She disagrees strongly with the kind of thinking that says day care should be provided for those children whose mothers cannot afford to look after them, but not for the community as a whole.

■ **Otto Kersten, General Secretary of the International Confederation of Free Trade Unions, has refused to appear before the United Nation's "group of eminent persons"** studying the impact of multinational corporations on the world economy (LG, Dec. 1973, p. 807) because the group **does not include any "accredited" trade unionists.** In a letter to Philippe de Seynes, UN Under-Secretary General for Economic and Social Affairs, Kersten said that **no one in the group was entitled to speak for working people** and that "no useful purpose could be served by trade union representatives appearing before the UN group composed as it is."

"If the United Nations is to become an effective factor in the universal striving of peoples for peace, freedom and social progress," he said, "the organization must be more responsive to the aspirations of those who make up the overwhelming majority of its constituent nations, the toiling masses; it cannot and must not remain a closed preserve of governments, of big business and of a self-perpetuating international bureaucracy."

■ British clerks and typists who seek work in Spain "to get away from nine-to-five" jobs are soon disillusioned by the discovery that the Spanish for this is "nine-to-eight." But that doesn't mean that Spaniards are all work and no play. In fact they may well be ahead of the rest of the world in sheer enjoyment of life.

According to a report in **The Economist**, the best time to contact a typical Spanish businessman, by telephone or telex, is between 10.30 a.m. and 1.30 p.m. (During the latter half of this period the rest of Europe is having lunch). He eats his huge noon meal at about 2.30 p.m. and, in hot weather, has a siesta to recover from it. He is not fully operational again until 4.30 or 5—when the rest of Europe is thinking about going home. He is at his most receptive after 7.30 p.m.—when his European counterparts are at dinner.

**Despite the Spanish idea of "flex-time" or what Europe might consider a most casual attitude to business, Spanish businessmen are now exporting not only fruit and wine but ships, machinery and car accessories to Europe's toughest markets,** says **The Economist**.

That's why Spain's technocrats are speculating about what could be achieved if only Spain worked the same hours as the European Economic Community. Officialdom is therefore trying to persuade industry and commerce to take a shorter lunch-break and adopt a European bedtime. It is not having much success. Low rates of pay and rising expectations impel many Spaniards to work 10-14 hours a day at various occupations, and it is difficult to persuade a man who has worked until 10 p.m. to go to bed at 11. To compound the problem, night life caters to Spain's nocturnal creatures. You can dine out at 10.30 p.m. and you won't miss a thing if you don't arrive at the theatre before 11.30 or even midnight. The "wee small hours" are the best time in Spain.



## 50 YEARS AGO

■ Labour saving inventions that enlarged "to a remarkable degree" the production of American workers, the establishment of labour banks by various labour organizations in the United States, and the eight-hour day for manual and non-manual workers in Germany, were described in the January 1924 issue of **The Labour Gazette**.

Inventive genius that made possible increased production by each worker and stimulated industrial production in America, was discussed by Julius H. Barnes, president of the United States Chamber of Commerce, at the annual meeting of the American Economic Association held in Washington, D.C., December 26, 1923. "While inspired invention is the product of no single nation or people, yet invention," Mr. Barnes said, "requires the support of

quick and sure and large reward for successful consummation. The very structure of American industry and its adaptability to new invention, as well as the readiness of the consumer to welcome new devices, hold out the sureness of generous reward for superior inventive ability." Mr. Barnes cited typical industries in which inventions have enlarged the production of each worker. Some of these examples are: "In the steel industry, one or two men now with unloaders replace twelve to twenty men unloading by hand. In furnace charging, by use of skip hoist, lorry car and automatic



weigher, two men replace fourteen. In pig casting, seven men with casting machine replace sixty. In open hearth operation, one operator with charging machine replaces forty hand charges. With travelling cranes, twelve men pouring, replace thirty-seven. Two men unloading pig iron with electric magnet and crane replace one hundred and twenty-eight men. In the clothing industry, six men operating two boarding machines replace twenty. One girl operating rib cutting machine produces twenty-five times more than by hand. In men's clothing, in various processes, machines with a single operator replace six and eight workers. In the shoe industry one lasting machine produces the equivalent of six to ten hand workers. In the glass industry, one type bottle making machine replaces 54 workers . . . This tendency extends through all industry, from foundry work and material handling to bread baking and the manufacture of books; it extends even into office equipment, where adding and calculating and bookkeeping machines expand human service three and five and ten times. It extends even into agriculture, which does not lend itself so readily to machine production, but the old standard of farm ploughing of one man, one acre per day . . . In wheat raising, the average wheat crop of today may be fairly estimated to require 7 million days work; while the methods before the day of the harvester and reaper and its successors the crop would have required 130 million day's labour . . . This labour is not released to unemployment, but only thus has it been possible in America to secure the personnel for enlarged old industry and for the established new ones that inventive progress continually suggests."

■ Labour banks, instituted by various labour organizations in the United States, continue to be established in other districts. Mr. Warren S. Stone, Grand Chief of the Brotherhood of Locomotive Engineers, said about 20 labour banks have been set up in the United States during the last three years and about 20 more are contemplated. The Locomotive Engineers' Co-operative Trust Company was opened in New York on December 29. This is the ninth bank formed by the International Brotherhood of Locomotive Engineers and the fourth labour-union bank in New York. It is stated that the first bank of this organization, opened at Cleveland, Ohio in 1920 with \$600,000 capital, has now resources amounting to \$25,000,000. The Co-operative Trust Company is a branch of this bank. Mr. Stone, in outlining the bank's policy, said that "any person could open a checking account in any sum whereas most New York banks require from \$200 up; 4 per cent would be paid on savings compounded quarterly and 2½ per cent on the daily balance of checking accounts. It is also proposed to perform various services for their customers such as providing railway or steamship reservations, etc. Other labour banks that have recently been established are the bank of the International Ladies' Garment Workers Union and other needle workers' unions in New York and the Brotherhood of Railway Clerks' International Bank in Cincinnati.

■ Government orders establishing the eight-hour day for manual and non-manual workers in Germany, expired on November 17, 1923. Because they were not extended, the legal eight-hour day ceased to be operative from that date, except for miners whose hours are fixed by special legislation. The first of these orders was issued on November 23, 1919 and their period of operation had been extended from time to time. Regarding hours of labour in the mines and the iron and steel industries of the Ruhr district, an agreement providing for a ten-hour day made through the intervention of the Minister of Labour, was submitted to trade union members on a referendum on December 20. The result was 42,900 votes in favour of the agreement and 539 against; 69,000 members abstained from voting. The agreement provides that in the industries in which the hours of labour were less than ten before the war, the same period of work is to be maintained. Unskilled workers will not work more than 54 hours weekly, and all other workers will be required to labour 57½ hours weekly. This will ensure the men a half holiday on Saturday. The arrangement is to stand until July 1, 1924.

# SPIDR, A FORUM FOR PROFESSIONALS IN DISPUTE RESOLUTION

BY TED WEINSTEIN

A new forum to foster the exchange of ideas, concepts and techniques for the settlement of labour disputes was inaugurated last October when the Society of Professionals in Dispute Resolution (SPIDR) held its founding convention in Reston, Virginia. The society membership numbers more than 700 persons, including representatives from virtually every state in the United States, and about 75 Canadians. Canada has been designated a region in the society's organization, and two Canadians are serving in SPIDR executive posts: **Jacob Finkelman**, Chairman of the Public Service Staff Relations Board, is a Vice-President in charge of the Canadian region, and **William P. Kelly**, Assistant Deputy Minister of the Canada Department of Labour, will sit on the SPIDR board of directors for a three-year term.

SPIDR grew from a seed that had been germinating for several years among Canadian and American professionals in dispute resolution. **The society's roots lay in the realization that persons engaged in dispute settlement were without an organization to meet their needs and to provide a forum for the discussion and exchange of innovative techniques.** The idea for such an organization was articulated several years ago and the preliminary work for the co-ordination of the society began in November 1971.



**SPIDR plans to fulfil the following purposes:**

- To advance the educational and professional interests of persons engaged as neutrals in dispute resolution activities, and to enhance the stature and acceptability of neutrals;
- To enhance the professional skills of mediators, fact-finders, arbitrators, hearing officers, trial examiners and others in the field of dispute resolution;
- To further the acceptability and the understanding of the role of neutrals by the parties in the dispute-settlement process;
- To promote the professionalism of neutrals at the local, regional and national level;
- To sponsor research leading to the development of innovative impasse resolution techniques and procedures, to serve as a clearing house of information for research data in the field;
- To increase public understanding of the process of collective bargaining, the role of the neutral and the various dispute resolution procedures.
- To promote the recruitment and educational development of dispute resolution personnel.
- To aid the structure and institutions through which dispute resolution services are provided.

SPIDR plans to carry out these objectives through annual meetings, various research and publication projects and the implementation of training programs. It will publish a periodical newsletter geared to the specific needs of its members and will highlight dispute resolution activities. Task forces of expert personnel may also be made available for states, provinces, cities and other political subdivisions requiring assistance in establishing conciliation agencies.

**SPIDR membership eligibility regulations require** that an individual be a resident of the United States or Canada and have a minimum of three years substantial experience:

1. as an official or professional employee of a local, state, provincial or federal government or private agency whose primary purpose is to resolve labour relations disputes;
2. as a practitioner engaged primarily in the resolution of labour relations disputes;



3. as an official or professional employee of a local, state, provincial or federal government or private agency whose primary purpose is to resolve disputes involving persons and groups at the local community level;
4. as a practitioner in the resolution of community disputes;
5. teaching in a curriculum directly related to the purposes of the society.

The theme of the founding convention was the **public interest and the role of the neutral in dispute settlement**. In describing the convention, Mr. Kelly said considerable time was spent in **discussing alternatives to the strike weapon**. "While there was no apparent support for compulsory arbitration, it became evident that much is being done in the United States to examine the viability of voluntary arbitration in public-interest and/or essential-service disputes. (AFL-CIO President) George Meany has given leadership within the labour movement in this direction and some labour leaders are exploring this concept as an alternative to strikes," he said.

"In Canada, little has been done in this direction outside of the federal public service. Canadian labour leaders still seem to stigmatize the word 'arbitration' with 'compulsion.' Voluntary arbitration should be one of the tools of both labour and management in the collective bargaining process," he maintained.

Kelly said **discussion on final offer selection arbitration drew little support**. "This is a procedure whereby the parties in the dispute must submit to arbitration their final positions on unresolved issues and the arbitrator is bound to choose what he considers the most reasonable of either the union demand or the company offer. It seems to me **the major weakness in such a procedure** where highly complex work rules are involved is that it could produce an award that one of the parties would find impossible to live with."

**Another technique** which Kelly said was discussed and which **he thought was worth exploring in Canadian public-interest disputes is the so-called "Med-Arb" concept**. "This is a procedure where the parties agree to have a third party join the negotiations to act first as a mediator and then to arbitrate the re-

maining issues in the dispute. It seems to me that in certain situations a **skilled mediator** with expertise in a given industry and acceptable to the parties **could render a real service to the disputants in a situation that could end up in a long strike or one disruptive to the economy of the country**. It could be argued that **one of the shortcomings might be that the parties might not be completely open with the mediator** in the realization that he might eventually act as an arbitrator. I think **this would be offset** by the fact that in the mediation process, **the mediator would be exceedingly knowledgeable** with regard to the issues and the fact that he could become the arbitrator would enhance considerably his powers of persuasion," said Kelly.

Many noted speakers from the mediation, academic, industrial relations and labour fields, including several from Canada, served on panels at the convention. **Claude Edwards**, President of the 125,000-member Public Service Alliance of Canada, told the delegates that **unions in the public service are courting disaster unless they find a way of resolving disputes in essential services**. Continued strikes in these services, such as police, fire, prison and railway operation, will lead to restrictive legislation. "Public servants should have terms and conditions of employment at least comparable with those in the private sector," he said.

Edwards said there was a desperate need in Canada for more skilled arbitrators and mediators, especially in view of the continuing complexity of bargaining issues. "While the neutral has no responsibility for the fairness or justness of the agreement reached, he may have to persuade one or the other of the parties of the illogical or impossible position they are taking," he said.

In criticizing the role played by lawyers in labour relations, **Edwards pointed out that the best lawyers may be incompetent as mediators or arbitrators**. "I am even more concerned that through the use of lawyers and legal technicalities and interpretations, the parties to a collective agreement may attempt to secure the legal interpretation of words that was never intended by the negotiators. This will destroy a

bargaining relationship quicker than any other means, and **the continued use of lawyers on both sides, who rely on what words say rather than what was obviously the intent of the negotiators, is a sure way to speed the destruction of a relationship ... Many lawyers submerge any concern they may have for human problems in a strict interpretation of the law.**"

**A. W. Carrothers**, President of the University of Calgary and an industrial relations specialist, **proposed that labour and management accept voluntary arbitration as a strike alternative.** "There is an overriding public interest in an effective system for settling disputes which might affect the public," he said. There is a general dissatisfaction in Canada with work stoppages in which the principal sanction is the "discomfiture, inconvenience and the general prejudice to the public itself, which is to say the collective interest of the innocent bystander."

**Judge Alan Gold**, Chief Judge of the Quebec provincial court, **told the convention that conciliation boards in Canada serve more of a political role than a meaningful role in settling disputes**, although they still have a place in dispute resolution. Judge Gold, who has acted as a mediator in the 1972 railway dispute, said he could have solved the dispute if he could have found the \$48 million it would cost the railways at a time when their freight rates were frozen. This, he said, is an example of the political problems faced by mediators. "For me to recommend, for example, that the Government pay its civil servants a wage increase higher than its own guidelines, even though I feel the increase is justified and I know the Government is able to pay it, is not likely to help to resolve the impasse but rather to aggravate the situation. In doing so, I am intruding, if not usurping, a decision that is purely political," he said.

**Judge Gold compared the conciliation board process with the fact-finding system sometimes used in the U.S. in dealing with labour-management disputes.** Just as mediation is the art of the possible, so must a report by a conciliation board be a portrait of the possible, he said. "I suggest that a fact-finder is not entitled, save in exceptional circumstances, to tell the parties what they should accept if he knows, as he should, it cannot be accepted."

**Although there have been good results with conciliation boards, Judge Gold maintained, there have been too many cases of failure and they became a meaningless process.** Because unions could not exercise their threat of a strike before conciliation boards reported, there was not enough heat generated to give the boards any clout, he said. "As to the fact-finding role [of conciliation boards] times and people have changed. It's questionable whether management or unions fear an adverse report. Nor is there any reason to believe the pressure of public opinion will bring the parties to a settlement."

**William Dodge**, Secretary-Treasurer of the Canadian Labour Congress, told the delegates that **neither a mediator nor arbitrator has a role to play as a guardian of the public interest in collective bargaining disputes.** "I feel they have few qualifications and no authority and no right to assume such a role," he said.

**Neither mediators nor arbitrators could make equitable decisions and judgments on the effect of their individual decisions on general pricing decisions.** "They have no divine guidance to arrive at a uniform understanding about guideposts or wages as a factor



in current inflation," he said. "Nor could they guarantee that restraints on wages would be reflected in pricing decisions. Furthermore, there is no evidence rising wages are responsible for inflation," said Dodge.

He did add, however, that the views of the mediator should be given due weight and consideration. "A dispassionate opinion of the public interest factor should be of immense value to both management and labour in assessing their positions."

**"Most people are unaware of even the largest strike because they are not inconvenienced in any way,"** Dodge pointed out. "A man in robust health who is fond of beer may regard a hospital strike with blithe unconcern but become hysterically annoyed if he were deprived, however temporarily, of his favourite beverage. The national railway strike was terminated by legislation, although 'proven inconvenience' was exceedingly sparse. Airline and construction strikes produce such little inconvenience in our daily lives that it is difficult to remember the small inconveniences," he said.

**"For the most part, the whole process of bargaining in strikes is in the public interest and should not be interfered with,"** said Dodge.

**Russell Steward**, Assistant Secretary of the Treasury Board Secretariat in Ottawa, conceded at the convention that **arbitration tribunals are not likely to make awards that would create sweeping changes in the terms of collective agreements.** The tribunals

function well in the provision of fair and apt solutions in the traditional way, but the parties themselves must work out across the bargaining table the really significant changes that a third party cannot impose.

Steward said the fact that arbitration tribunals are not apt to make major pioneering awards is not inimical to the interest of the parties because 80 per cent of agreements in the public service are achieved by voluntary settlement without arbitration.

In discussing the role of a mediator, Steward said such a person must be an amateur psychologist, a clear thinker and a tactician. "Frequently, he must recognize that problems are personality problems or due to dissension in the ranks of the negotiating team or plainly to a lack of negotiating skill. He must know whether the parties who have been talking and sometimes shouting have actually been communicating.

**"A mediator should not prolong mediation for egoistical reasons,"** according to Steward. Nor is he there to obtain a settlement at any cost. He must learn to compose people's differences, he said. **"A mediator should ensure that by his presence there is no rupture in direct communication between the parties themselves.** The mediator should not become the interpreter. It is bewildering to the parties to deal solely through the mediator even though progress is made. The end result of that kind of mediation is a final settlement that may be somewhat strange to them, that they have difficulty in explaining to their principals and in administering afterwards."



# THE MAKING OF A MEDIATOR

With increasing public interest in the settlement of labour disputes without a strike and within reasonable guidelines, there is increasing need for effective mediation—the intervention of a third party into negotiations in order to help produce an agreement. Because virtually nothing has been done to define the conditions under which effective mediation can best be accomplished, a study by David Kuechle of the University of Western Ontario attempted to do that by directing attention to three questions: (1) What conditions are most desirable in order to have effective mediation? (2) What tactics help insure effective mediation? (3) What are the characteristics of an effective mediator?

BY DAVID KUECHLE

**The mediator is likely to play an increasingly important role in the settlement of labour disputes. Yet an effective mediator is hard to find.** This article attempts to identify the effective mediator, to describe the roles he plays, the various techniques he employs and the procedures by which he brings parties closer to an agreement.

One well-known mediator, a former high official in the Government of Ontario, said that **the job of mediation is to create conditions so that the parties desperately want to settle.** He made non-settlement or unreasonable delays in settlement physically disagreeable courses of action. He arranged for uncomfortable accommodations, with stiff chairs, poor ventilation and bad lighting. He made it a practice to enter the first meeting late, apologize for the poor accommodations and then state confidently that by their mere presence the parties had indicated a desire to settle, and he said that this desire obviously transcended any physical discomfort they might experience.

Since this mediator rarely became involved in a dispute unless it was of substantial importance, he was able to tell the parties with credibility that he had informed the news media that the parties were ready for settlement. Then he would light up a strong cigar, invite others around the table to do the same and announce: "Gentlemen I have cleared my calendar for as long as is necessary to get a settlement. Now let's get down to work."

Results of this study were derived from responses to a questionnaire mailed to companies and unions that had participated in mediation during the three-year period ended December 31, 1971. Approximately half of the 299 responses were from Canadian managers and labour leaders; the rest were from respondents in the tri-state area of Michigan, Ohio and Indiana. Follow-up interviews were conducted with 50 respondents: 25 labour and 25 management, and then open-ended interviews were conducted with ten men in Canada and the United States who were frequently cited by labour and management respondents alike as being outstanding mediators.

As the hours wore on and the bargainers became more uncomfortable, it became more and more evident that the mediator meant exactly what he said. Negotiators came to believe that he never ate or relieved himself during a bargaining session. Occasionally, when settlement was near, he would lock the door and say, "No one is leaving here until I have a signature from both sides."



This mediator, like all effective mediators, made it clear that he was in charge, that he shared the parties' desire for reaching agreement, and that he was prepared to stay with them for as long as necessary. Some parties came to believe that settlement was more important to the mediator than to themselves, and more than one was heard to say: "We signed that one for old Charlie." Although his techniques were unorthodox, his procedure for getting a settlement contained elements that characterize nearly all effective exercises in mediation. The most important of these elements are:

**1. Learn about the Negotiators**—Most experienced mediators are already acquainted with one or more of the members of the negotiating teams. It is useful, and sometimes vital, to know all the members who are likely to have an impact on the proceedings. One negotiator, the personnel officer for a town council in Ontario, described an incident to emphasize this point. The incident involved a negotiation session in which the negotiator had been having an especially-difficult time with members of his own team, most notably a gas station attendant who had never made more than \$4,000 a year. This team member was astounded to learn that city employees were making in excess of \$2.50 an hour and was adamant in his opposition to any increase in wages. When the mediator appeared, the chief negotiator told him about his problem, and the mediator responded by taking the recalcitrant team member aside in private and telling him the facts of life. From that point on, the gas station attendant was quiet, and the negotiations proceeded smoothly.

Mediators have a number of ways in which they learn about members of the negotiating teams. If they are assigned to a particular company-union relationship that has experienced mediation before, they try to consult with the mediator who was involved. In addition, they read the written report filed by the earlier mediator. Perhaps the most important thing to learn is whether it's possible to level with a particular negotiator and whether he will do the same with a mediator.

Some mediators use a more direct approach. They call each of the chief spokesmen aside at an early stage and ask them to give their assessments regarding various members of their own and the opposing team. In addition they ask for information about the position and background of each negotiator. From this information and from his own observations the mediator then gains a pretty good idea what to expect from each person.

**2. Clarify the demands**—One of the first duties of any effective mediator is to identify the issues in dispute. Normally this is done in a joint meeting so that the mediator can be sure that everyone is on the same wave-length.

Professional negotiators are invariably prepared and will lay out the issues clearly and concisely at the start, without embellishment. Sometimes, but rarely, they present the mediator with a written brief. There are some negotiators, however, who do not rate as professionals and who come into mediation meetings with objectives that are "different from" or "in addition to" the desire to secure a settlement. Some, for example, try to use the initial mediation meeting to deliver an oration on the virtues of their own position and the intransigence of the opposition. If the mediator suspects this is going to happen, he might let the orator proceed. After he's said his piece he often feels better for it, and the mediator can then say, "now let's get down to business." Other times, when he believes an oration will be detrimental to settlement prospects, the mediator will ask for the list of demands in separate sessions.

Once he identifies the issues, the mediator sets about the sometimes-tedious task of learning which ones are more important. Some mediators consciously put the demands into categories, a process that involves placement of priorities, some demands being more important than others. Although negotiators usually maintain that each of their demands is as important as another, there are almost always some that they are prepared to trade away. The mediator tries to learn which demands each negotiator considers essential and which ones he looks upon as expendable. One mediator goes at it directly, saying: "All right, you've told me what you want. Now what'll it take to settle?"

Sometimes this is difficult for a mediator to determine. Two frequently-used devices help in this regard. He may ask the parties to explain each demand, occasionally injecting a hint of his own reaction. One mediator, for example, often asks the following: "Could you give me an explanation for that particular demand? To a bystander it sounds a little ridiculous." Another mediator known for his gentlemanly manner, sometimes reacts to a demand by saying, "surely this issue is not going to hold up an agreement!" The other way a mediator can help determine which demands are most important is to listen to the spokesman, then say he would like to hear from one of the other members of the bargaining team on the same subject. Solidarity usually indicates importance; division of opinion indicates the opposite.

One union negotiator, commenting on a well-known mediator's propensity to categorize the issues, issued a warning, somewhat in awe, to his union colleagues:

Here's where you have to watch your step. He has these lists, and he will say, 'What are the issues? Let's group them.' You have to watch out as he shuffles the groups around. His term for issues he thinks you will trade on or give away is 'susceptible to solution,' and if you let one of your major issues get into that definition you're in trouble. Fred C. Shapiro, "Profiles-Mediator," **The New Yorker**, August 1, 1970.

It is normal practice for union representatives to enter negotiations with a great many contract proposals: many to mollify political factions in the union, others to be traded away in bargaining. Management, in self defence, has learned to formulate a few frivolous proposals of their own. An effective mediator tries to sort out the frivolities.

In the process of learning about the demands and sorting them out, the mediator is often successful in resolving some of them. One union representative described the work of a mediator in this regard in his attempt to learn the importance of a demand by the union for a Community Wage Survey (CWS) job evaluation system. The mediator called the sides into separate meetings and asked the union spokesman,

"Is this issue a strike issue?" The spokesman said "no" but that it was a matter of principle with the union that they make a start toward some systematic method for establishing wage categories. The company had registered bitter opposition to CWS, so the mediator asked their spokesman why they were opposed. He learned that the company feared that it was a device for the sanction of featherbedding. Then the mediator went back to the union, conveyed the company's fear to them and asked if they would be willing to write a guarantee that there would be no featherbedding. They said "yes," thus opening the way for a discussion of how they could introduce some meaningful job evaluation program, not necessarily CWS.

**3. Become aware of the parties' needs**—Mediocre mediators concentrate solely on the issues. Those who are truly effective concentrate on issues only in context of the personal needs of individuals at the bargaining table. One especially articulate mediator stated a rule that guides his efforts:

In every phase of discussions the mediator must concern himself not with interests of the principal parties, the union and the company, but with the needs of their representatives. The representative (chief negotiator) must not only do a good job, but his client (the constituency) must be convinced he has done one.

In general, managements are most concerned with the cost of a settlement. Unions are most concerned with the form, or appearance, that the settlement projects to the members. The mediator has many tools at his disposal to help appeal to these needs. These include the extended contract and the use of percentage figures. For example, if management will not agree to a 5-per-cent increase over the existing base rate in each year of a two-year contract, perhaps it will agree to a 5-per-cent increase over the current base in each year of a three-year contract. That way the employer gets an extra year of labour peace plus a subtle modification in the cost. For instance, if a worker earns \$100 a week, a 5-per-cent raise in the first year of a three-year contract brings him to \$105. In the second year, he draws \$110; the new pay raise is not 5 per cent but slightly more than 4.75 per cent. In the third year the increase—from \$110 to \$115—is a slightly more than 4.5 per cent. Union leaders can report back to their members that they will receive



three 5-per-cent increases. (One mediator described his job to include “helping union representatives take lies back to the members,” a statement which may be overly blunt but which has considerable authority in fact.) Management, on the other hand, can report annual increases over the three years averaging only 4.75 per cent.

The top-notch mediator recognizes the importance of giving the parties the feeling that the settlement is **theirs**, not his. A well-known Canadian mediator said he sometimes had difficulties in this regard, that parties who reached an impasse sometimes came to him and said, “sorry we didn’t get this for you.” His standard response has been “It’s not my settlement. It’s yours!”

Some parties resist settlement in the presence of a mediator for fear they will not get credit for it. Mediators who are sensitive to the needs of bargainers are generous in giving credit and praise to the parties and publicly downgrading their own role. This helps union leaders in winning ratifications from their memberships and helps management negotiators in finding favor from their boards of directors.

The needs of the parties are sometimes a function of the amount of experience they have had as negotiators. Inexperienced bargainers probably need sympathy, guidance and, occasionally, some discipline more than their seasoned colleagues. Most of all, they do not want to look bad in the eyes of their superiors or constituents. Mediators who are sensitive to these needs can satisfy them unobtrusively and, usually, privately. One mediator cited an example where he was called on to give sympathy and apply discipline at the same time. A management bargainer, fresh out of college, had spent several days with his union counterpart designing a complex promotion and demotion scheme which took into account a man’s seniority, ability, and past performance record. When the scheme was put before the respective bargaining committees the members started nibbling away at it, suggesting changes in wording and, in at least one case, registering severe criticism.

Management’s chief bargainer had become wedded to the plan and was myopic toward any changes. He expressed disillusionment upon discovery that his union counterpart was listening to the “nibbles” and indicating receptivity to some of them. So he threw up his hands and said: “I thought we had an agreement. If I can’t trust you to defend what we’ve done I can’t trust you on anything else.” And he walked out, leaving the members of his own bargaining team plus the union team sitting and staring at each other.

The mediator, who, until then, had been relatively passive, suggested the parties adjourn for the day; then he went after the company’s negotiator. The two spent most of that evening together—the mediator sympathizing with the management negotiator’s views and supporting his contention that the new provision was a model of expert draftsmanship and should stand. Then he applied discipline, admonishing the negotiator for his childishness and telling him that if he did not return the next morning to apologize to everyone that he, the mediator, would walk out. Further, he said that he would report the circumstances in writing to the Labour Minister and to the negotiator’s boss. “This, almost certainly,” said the mediator, “will cost you your job.”

By then the company negotiator had cooled down and admitted he’d been in error. Then he asked, “How do I salvage the situation?” The two spent the next several hours devising strategy for the following morning, the role of the mediator switching to one of personal counsellor. The next morning, management’s chief negotiator went into the meeting and said: “Gentlemen, I apologize for my outburst yesterday. Let’s set the promotion scheme aside for the moment and come back to it later. If there are no objections, I’d like to go on to the next topic on the agenda.” The mediator, by prearrangement, arrived late and once more sat on the sidelines. During the first recess, he asked what had happened, never disclosing his role of the night before.

**4. Take the heat off**—An important function of mediation is to help take heat off the parties. The effective mediator allows some heat to develop, because it may promote settlement. But if he feels that one side or the other is getting angry to the detriment of negotiations, he will try to separate them. In this respect he should be especially aware of experienced bargainers, who may be displaying anger as a bluff. They are sometimes play-acting, with a specific objective in mind.

When the parties are apart they usually plead their own case with the mediator. He listens perfunctorily until he feels the heat has dissipated, then tries to bring the conversation back to the real essence of why they are there—to come up with a proposal that the other side will accept. Usually, in doing this he relies on figures, ignoring emotions. Sometimes he applies heat himself by playing the “Devil’s Advocate” with each party separately, arguing against their proposals. This can sometimes help the parties sharpen their own positions and also allows them to vent their anger at the mediator instead of the opposing side.

One negotiator for a paper carton manufacturing firm described a mediation session he experienced in late 1971 that illustrates how transference of anger can lead to a settlement. The time was well before contract deadline time when the union requested mediation. The management negotiator was reasonably convinced that the request was made for no other purpose than to start the calendar running to establish a strike deadline, so he went to the mediation meeting with no expectation of reaching settlement and a chip on his shoulder from his past experiences with the same union representative, all of which had been disagreeable.

The mediator was late, having called the parties to say he’d been in a minor automobile accident. When he arrived, about two hours after the appointed time, he made no apology, but said he could spend only a short time because he had another appointment early the next morning. Then he asked the parties if their purpose was to settle or to set a strike deadline. Both indicated they wanted to get a settlement. This seemed to mildly irritate the mediator, but he agreed to meet with the parties on that basis. As the day progressed the mediator was able to isolate three issues: wages, male-female parity, and pensions. All were capable of resolution, and both sides were ready to move. However, about 10 p.m. that night the mediator called the two spokesmen together and told them he was planning to leave. The union spokesman said: “We intend to stay till there’s a settlement and we expect you to do the same.” Then the spokesmen met alone, complaining bitterly about the mediator’s apparent lack of interest. At 12 midnight the mediator bade farewell, handed the negotiators a form on which they could indicate their

settlement terms for submission to the Minister of Labour, and left. The negotiators, seething in anger, forged an agreement, then they registered a bitter complaint with the Director of Mediation Services about the conduct of the mediator, not realizing till much later that the apparent lack of interest by the mediator, whether by design or accident, probably caused them to “show him” by coming to a settlement.

**5. Learn the limits**—Parties and mediators alike are in agreement that the mediator should somehow learn the limits beyond which the sides will not go, preferring to strike or be struck. Sometimes the parties themselves have not consciously established those limits. By going through the exercise the parties are forced to reassess their positions and to tentatively decide on the point when a strike would be more attractive than a settlement.

The process of learning limits requires great sensitivity, because both parties are naturally fearful that the other side will learn about their position and will take them for all they’ve got. So the mediator must learn what the parties will settle for by asking every question except that. Usually he does this by moving back and forth between separate meetings, ostensibly proposing packages for settlement and further compromises, but in fact testing the reactions of the bargainers to learn what points they would be willing to sacrifice, ultimately, to gain an agreement. This process of whittling away almost invariably leads to the answer he is seeking.

Having learned the limits, the mediator will almost never disclose them. Rather he then goes to work trying to move each party closer to them. This is not generally done in one stroke, rather point by point, a little bit at a time, probably starting with the party whose most recent proposal is the closest to what the mediator thinks the eventual settlement will be.

**6. Apply pressure**—The effective mediator aiming for a settlement senses when the time is ripe for applying pressure. Aside from his persuasive ability, the mediator's power derives from two principal sources: his willingness to go to higher authorities and his willingness to go to the media. There have been some cases where mediators have found the chief bargainer on one side or the other recalcitrant and have called on the negotiator's superior to explain the consequences of his man's stance. Sometimes the mediator has consulted with his own boss, the Director of the Mediation Service or the Labour Minister, and obtained a top-level meeting out of the hands of the designated bargainers. Such a tactic is used rarely, and it is demeaning to the negotiators. It should never be done without knowledge of the negotiators. If a negotiator is aware, however, that it might happen, the mediator can often get him off center by dropping a subtle hint regarding the consequences of his recalcitrance.

The mediator is severely limited in use of the media to apply pressure for two reasons: first, the media are not vitally concerned with most negotiations; second, there is a risk of divulging positions in public so that one or both parties become frozen in their stance.

In cases where negotiations are newsworthy, the mediator can apply considerable pressure. He usually does this without divulging anyone's position and without implying criticism; rather he praises the parties and expresses optimism that a settlement is near, sometimes stating his own estimated deadline. One well-known mediator described an instance in which he used media representatives to force a settlement. The negotiations involved a big-city newspaper, so reporters were constantly in touch with the situation anyhow. The sides had reached an apparent impasse, and the union had planned a 2 a.m. strike. At midnight the mediator, sensing the employer was willing to move, called a meeting of the union's local president and the international representative to tell them he had noted flexibility in management. He told them, in addition, that he had notified reporters that the strike deadline had been put off till 4 a.m. The union leaders cursed under their breath, quickly got on the telephone to notify their strike captains that there had been a delay and went back into negotiations. In this case the tactic worked; an agreement

was forged at 5:45 a.m. By then only three reporters and one photographer were on hand; all the others had drifted away. The reporters had a scoop, and the photographer got a magnificent picture of the mediator, who appeared haggard, shoeless and wearing a black turtleneck jersey and slacks. "This is the toughest one I've ever seen," he said. (Fred C. Shapiro, *Profiles-Mediator*, **The New Yorker**, August 1, 1970.)

In commenting on this situation later, union representatives said that the mediator's tactics would not have been successful if he hadn't enjoyed complete trust and respect from both parties. He had built this up through many years of association with the parties. The instance is cited here more as an example of what can happen under conditions of total confidence, not as something that ought to be attempted as a matter of course.

The effective application of pressure requires an acute sense of timing. Some people believe that the timing sense cannot be taught, that it comes from experience and that some mediators never acquire it. One critical time in negotiations, of course, is what Mediator Theodore Kheel calls the "crunch." This is an important deadline, usually when the contract expires and a strike is imminent or, if a strike is in progress, it is the last possible moment for one side or the other to settle and still profit from a particular economic factor. (One example of such a time would be a certain number of days after a strike starts but just before strike benefits go into effect.) When such a time is drawing near, the mediator may call for round-the-clock sessions. These sessions are often a test of physical endurance for the mediator and the parties alike. The mediator often gains respect by apparently outlasting the parties. Sometimes, of course, the appearance of superior endurance is a hoax. One well-known Canadian mediator described a negotiating session in which he called the two sides into round-the-clock sessions, each meeting in separate rooms in the same hotel. It was after midnight when he went to the union and said: "I think we're nearing pay dirt; let me have one more go at the employer." Then he went to the employer and said the same thing in reference to the union. Both sides thought the mediator was meeting with the other, and as they waited for hour upon hour they became more and more convinced that he was making progress. In fact, the mediator had left both sides alone and gone to his own room, taken a short nap, shaved, and changed clothes. At about 4:30 a.m. he reappeared, looking fresh, and called the parties together, announcing that he had detected a mood for



settlement on both sides and suggesting that they meet for as long as necessary to get an agreement. The exhausted spokesmen said “no more” and came to an agreement in less than 30 minutes.

Sometimes a mediator’s sense of timing tells him that he should stall. One mediator said there were two situations that would cause him to delay proceedings: one was exhaustion of all intended concessions by one of the sides, when to ask for anything more would likely cause them to walk out; the other was a premature agreement when the mediator has doubts about whether the constituents will give their approval. This mediator described a situation more than ten years ago when one of the major airlines reached an agreement with its pilots several weeks in advance of strike deadline, and spokesmen for both sides proudly announced a new era in industrial relations statesmanship as they notified the press that they had settled. Almost immediately the parties were called on to answer to their constituents, the union leaders to explain to the members why they hadn’t bargained till the last moment for every ounce they could get, and the management negotiators to explain to their superiors why they gave in so easily. Since then, the two sides have always given the appearance of bargaining till the last possible moment, emerging from the sessions only after “going to the brink.” Most often, according, to the mediator, they have been sitting together for days, sorting out grievances, watching television and playing cards, the agreement well in hand.

**7. In special cases, make recommendations for settlement**—Union and management negotiators generally agree that the mediator who injects his personal viewpoints into the negotiations is more effective than the one who sits back and lets the parties do most of the talking. Some negotiators believe that the mediator should inject his viewpoints—and more: that he has a duty to make recommendations for settlement.

Most mediators will not recommend settlement terms unless asked to do so by the parties. Some are more cautious, saying they will not make suggestions for solution unless they are reasonably certain the parties will accept, even if they are asked.

Generally recommendations deal with specific issues and are presented in the context of “Let’s try this on for size.” There are circumstances, however, when the mediator should consider making a package recommendation dealing with all issues in dispute. Acceptance of the recommendation by both parties would result in total settlement of the case.

According to William Simkin, former Director of the U.S. Federal Mediation and Conciliation Service, the timing of a package recommendation is normally reserved to the last few hours before a strike, and only after it has become clear that there is no chance that the parties can settle themselves. Sometimes package recommendations are useful when a strike is in progress, has persisted for some time and the prospects for early settlement are dim. Such circumstances are rare.

Given one of these two circumstances, Simkin still would refrain from recommendations unless one of the following four situations were operative:

**1. Face saving.** Neither party is prepared to make a final proposal, but both will accept the proposal if made by the mediator. Both know the content of the recommendations in advance and both have privately committed themselves to acceptance. However, some combination of pride, face, politics, and awkwardness of retreating from a far-out position make it impossible for one or the other or both sides to retreat gracefully.

**2. Division in the ranks.** As in the first situation, the parties know the content of the mediator’s recommendation in advance, but one or both sides are divided as to its acceptability. If there is a good chance that the mediator’s views will help secure strong majority acceptance and if the alternative is a certain and immediate strike or continuance of a prolonged strike, he probably should make the recommendation.

**3. Mediator’s hunch.** In some situations there is no certainty that the mediator’s recommendation will be accepted by anyone, but the mediator has a strong hunch that acceptance will be obtained.

If this hunch is accompanied by other factors such as great public significance of the dispute or high cost and long duration of a pending or ongoing strike, he probably should go ahead. According to Simkin, the batting average of U.S. federal mediators in such situations has been good.

**4. Narrow the issues.** In some cases the mediator is reasonably certain that his recommended package will not be accepted. He is similarly certain, however, that a process of recommendation and partial rejection will substantially narrow the issues in dispute. To make recommendations in such a situation could severely limit a mediator's continuing usefulness in the particular case, but if he can leave the case in better shape for eventual settlement it might be a good move.

If the parties are so far apart that no successful recommendation can be made, and if the mediator believes that a recommendation will only muddy the negotiations and lengthen the dispute, he should not proceed. (William E. Simkin, **Mediation and the Dynamics of Collective Bargaining**, Bureau of National Affairs, 1971, pp. 102-105.)

Simkin, at pages 105-106 of the work cited, made some additional points about recommendations themselves.

The parties should never be surprised by a recommendation thrown at them without warning.

Normally, recommendations should not be public recommendations. Rather they should be made privately with the negotiators, and if publicity is desired, the text should be cleared with the negotiators.

Mediators should not make recommendations as a matter of standard practice. Otherwise the parties would likely key their bargaining strategy to a recommendation rather than normal give and take.

Sometimes the threat of a recommendation is more effective than the threat of a strike, the parties having conditioned themselves to the inevitability of a strike.

One well-known Canadian mediator echoed Simkin's last point and added his own comment: that the threat of a recommendation was often more effective in getting a settlement than the recommendation itself. Sometimes one or both parties comes to believe that the mediator's recommendation will contain fewer concessions than they could gain across the table; so, the threat sends them back to negotiating.

**In all, the effective mediator is a disciplinarian, guidance officer, educator, face-saver, supporter and sop for the frustrations of bargainers.** He represents the public interest in so far as the public is interested in minimizing labour relations strife, and he represents himself in so far as he gets satisfaction from helping others. He receives little recognition for his work, yet he is one of the most highly skilled and versatile persons in today's society. As labour relations develop greater complexity and sophistication the role of the mediator will change. He will have to acquire greater expertise in complex issues and develop more sensitivity to the fact that the parties to a collective contract are increasingly responsible to parties outside the contract—a reflection of the increased interdependence of our society. **The mediator could become one of the most important and influential members of tomorrow's economic environment.**

**David Kuechle** is Professor of Industrial Relations at the University of Western Ontario and Chairman of that school's M.B.A. Program. He formerly served on the faculty of the Harvard Graduate School of Business Administration and, before that, was Labour Relations Supervisor, Automotive and Aeronautics Divisions, A.O. Smith Corporation, Milwaukee, Wisconsin. These articles were derived from a research project performed by Prof. Kuechle during 1970-72 and sponsored by the University of Western Ontario, School of Business Administration, Division of Research.

Prof. Kuechle's report of the study is being published by **The Labour Gazette** in two installments, the second to appear in the February number.

# ORGANIZATIONS OF THE FUTURE

BY SHIRLEY PLOWMAN

Personnel managers are now dealing with a new concept of manpower values in the Post Industrial Period (PIP), says Dr. Gordon Lippitt, professor of behavioural science at George Washington University. Speaking at the **Annual Fall Conference of the Public Personnel Association (Ottawa Chapter)** November 1-2, 1973, Lippitt told delegates: **"There are basic differences between people oriented to the Post Industrial Period, as opposed to the Industrial Period (IP)."**

Recounting the differences, Lippitt pointed out that in the IP the "Protestant work ethic" was preferred to the "Do your own thing" concept popular today. Contentious matters were "cooled" as opposed to "telling it as it is." Self-reliance was lauded; now interdependency is preferred. Sweat, hard work—and suffering—used to be almost mandatory; now the worker seeks fulfilment and the capacity for joy. In the IP you submergered yourself to meet the company objectives, now you have

linked objectives where you add to the company out of the uniqueness of yourself. In the past, company emergencies were treated with a finger in the dyke; now they are anticipated. All work was pretty much standardized, now the emphasis is on innovation.

**Although people are no longer stimulated by the old rewards, many organizations continue to offer them. Personnel managers who sincerely want to tune into**





Gordon Lippett

the PIP should embrace the new values, the new concepts of power. To do this effectively, the personnel manager must have a clear image of the company's future. He must understand fully the philosophy and value system of the organization. He should encourage constructive dissatisfaction, the "peaceful revolution." Employees should have their say in the selection of company targets, and this would strengthen the psychological contact between the employer and the employee.

The dynamic personnel manager of the PIP must emphasize change; he must experiment, innovate and take risks. This would mean experimenting with new structures and reward systems. The emphasis should be on controlling services rather than people.

In the past, management behavior had little regard for an individual's personality and the effect it had on the work he was doing, but research into human behavior and motivation is changing this practice. **Management behavior must be appropriate to the situation and to the persons in it**, Lippitt said.

Delegates were told by **Hon. C. M. Drury, President of the Treasury Board**, that the introduction of the Public Service Staff Relations Act in 1967 brought about a complete reorientation in employee-employer relationships. He took delegates through the main components of personnel management concerned with personnel policy.

As personnel administrators, he said, they were called upon to educate the managers of the Public Service in their role as administrators of some 80 collective agreements. "Nowhere in Canada are managers involved in the administration of so many collective agreements or asked to deal collectively with so many multiple professional, white- and blue-collar groups," Drury averred. "The experience you have acquired is therefore quite unique in the field of personnel management in Canada."

The Public Service Staff Relations Act permits public servants to strike but there have been only five legal strikes since 1967. Union representatives working with line managers, personnel administrators and Treasury Board officers have arrived at 189 voluntary settlements. Some 31 disputes went on to arbitration for settlement and 25 others were resolved during or after conciliation. **"This means that we, departments and Treasury Board working together, have obtained 80 per cent of collective agreements by voluntary settlement and, without the contribution of personnel officers, this could not have been achieved."**

Drury foresees a time when flexible hours will be incorporated in the public service structure. "More and more, personnel administrators are finding flextime to be a helpful tool in attracting staff," he said. In some specialized fields there is a shortage of personnel and some of the most qualified persons are married women who have the professional training but whose family responsibilities don't permit them to work a normal 9:00 to 5:00 shift.

"The serious shortage of qualified people in some fields forced us to recognize that it was better to have qualified persons for 20, 25 or 30 hours a week than not to have them at all. As a result, hours of work have been adapted to meet both the needs of the departments and these individuals."

Individuals had largely done their own career planning in the past, but now an individual's career aspirations have to fit in with the needs of the organization. "In the final analysis, it's the responsibility of management to ensure that qualified people are available to do the work." This responsibility, he believes, is more onerous today because complex and diverse programs have increased the demand for qualified people, and the supply is limited. "A Public Service in which 52 per cent of the executive category, 27 per cent of the scientific and professional category, and 37 per cent of the administrative and foreign service category are 50 years of age or older can neglect this responsibility only at its peril."

Drury conceded there was an element of risk involved in making a department's best performers known, as it could mean losing them to other departments. "But succumbing to this fear is not in the best interests of the individual or the Public Service as a whole. Good people will move anyway; but an effective system of manpower planning can, and will, identify good replacements."

**There should be no conflict, he thinks, between the needs of the Public Service to plan the growth and development of its employees and the aspirations of individuals.** "When we, as managers, neglect to make full use of human resources we fail in our professional obligations."

**Permanent employment is a myth, and too expensive for today's goals, thinks Herman Smith,** a partner in the firm of Smith Caldwell Hickling, a senior executive personnel pool. "You might as well try to grab a revolving door," he said. "Employers and employees alike should treat employment as a revolving door; we are all in a world of temporary employment."

Smith went on to say that "as executives in personnel and as personnel managers, you are given only one thing in life to manage, and that is your career. The executive who points to his quarter-century employees and low turnover has the smile of a nobleman as he watches his serfs joust."

Executives who think this way are cheating themselves out of the excitement of having new blood and new ideas to rejuvenate their organization. The employee who has been on the job, day in and day out, for 25 tired years is too close to the organizational set-up to bring anything exciting or profitable into it. He will be more concerned about simply working to rule, not rocking the boat, giving only what he thinks is expected, or what has been accepted for so many years.

"The history of organization came about through military design and the power of the Roman Catholic Church," he said. "Then we had democracy, bureaucracy, technocracy and now ad hococracy."

In the past, the good employee was a loyal employee because his needs were great in war and later in depression. He was ordered around like a soldier, measured like a machine, rewarded for his behavior. "People today are working to live, not to eat, and they are not as susceptible to the carrot and stick."

Man as a computer equals management by objectives, Smith thinks. "You manipulate some goals out of the guy, turn him loose and measure his input and output. Let's give up. Let's stop thinking that people change. Instead, **adopt a revolving-door policy. Take the employee, use him and release him. And the employee should take the company, use it and leave it.** It is a form of enlightened self-interest. But it will work out to the tremendous advantage of both."

The best organizations are those that change quickly and have flexibility, he says. "Many more employees fire the company than vice versa each year. At first the job and money may seem good, but you make a contract with yourself. If this or that doesn't happen..."



Permanent employment doesn't allow for time, family, freedom and travel, he said. Most employees would job-hop if they could, but they fear losing their pension. "Wouldn't you like to retire a little bit each day?"

The cost of keeping a permanent employee on the payroll is far greater than getting someone on a straight contract basis. "Consider not only the salaried hours, there is also the security costs, fringes and overheads, vacation, sick leave and severance pay—especially in the private sector, where you have to give six to 12 months notice because the company can't stand the bad publicity. And consider all the time and money wasted before the guy is actually fired. It takes at least three months to decide if the guy isn't functioning. Then you ponder, mumble, discuss and rationalize. Eight months can go by, sometimes three years. He may be behaving well, like a good servant, whether or not he is actually doing anything of real value for the company."

Large engineering companies get people on a project basis, he said. "Stelco allows its top technical people to have outside relationships without worrying about breaking up the company. When you can hire outside people you have a certain advantage over competitors; you can attract high quality people who have the option of working hard for high income and then they can take off to Europe for six months. Companies who make a practice of hiring transients ask them to perform—not behave."

**Smith visualizes a future where people will not retire.** "Gone will be the days when a man will hang around the same company until he is 65 and the company gives him a plaque for being a good servant and tells him he deserves to rest. He doesn't want to rest. In the future, people of about 45 or younger will take more rest periods—more time off for travel and education. No one will retire."

Unemployment isn't so frightening, Smith thinks, when you realize that you're unemployed 135 hours out of every week. It's not what you do, but what you like to do that makes you valuable to your employer and to yourself.

"When are employers going to get on with the essential job of turning people on instead of adjudicating those people they meet at the door? **In the future," he averred, "we'll all have great permanent careers through many, many jobs."**

Another speaker, **Dr. James Boren, author of the best selling book, "When in Doubt, Mumble,"** uses satire and wit to cut deep into the bloc of bureaucratic yes-buts, nitpickers, and red tape. "I'm not against the cutting of red tape, as long as it is cut edgewise," he quipped.

Dr. Boren touched uncomfortably upon the platform on which many a bungling bureaucrat has kept himself afloat at the top. "When in charge: ponder; when in trouble: delegate; when in doubt: mumble."

He described fail-safe management as "accepting those things that come from above without question," and fail-safe implementation as "putting things into effect without asking questions."

One hapless Washington bureaucrat, however, was fired because he was a little careless in his appearance. "He hadn't shown up for work for about three years."



James Boren





**Roderic Gorney addressing the delegates**

Boren claims that many a top executive surrounds himself with the type of person who will protect him from fresh and vitalizing ideas. His advice to those who want to get on with a superior is: "Never ask him a question of fact until the end of the day. That leaves him a chance to look it up overnight."

Despite his spoofing of bureaucracy, Boren believes that there are many fine people in bureaucracies. "But their efforts are often thwarted by the yes-butters and the nitpickers." He hopes that his gentle chidings will help prick a few bureaucratic balloons, and make top executives aware of the stultifying atmosphere of excessive paperwork bound together by red tape.

The conference ended with a talk by **Dr. Roderic Gorney, associate clinical professor of psychiatry at U.C.L.A.** Averring that out of 21,000 North American "shrinks" he is the only "stretch," Gorney told delegates that this was "the most marvellous moment of time for man to be alive, because for the first time in four million years we have the possibility of having enough for everyone so we won't go around snatching things from each other."

**A standard fallacy is that the basic impulse of human beings is competition, he said. "It is not competition, but co-operation.** We are all bound together in mutual dependency, and the amount of co-operation we now show to each other is truly phenomenal."

The Advertising Man is doing his worst, he asserted, to try to turn us into commercial creatures and prevent us from enjoying those characteristics of our full selves that we might otherwise enjoy. "It is time to change our psyches and to readopt the ancient virtues," he urged. "To quote Ashley Montagu, human nature is what man **learns**, not what he inherits."

And most important, we have to learn to live with uncertainty. "We can't know all the answers to the universe, but if each of us strives for only a 5 per cent change for the better, our human future can be considered one of hopefulness."

(**Shirley Plowman**, a former member of **The Gazette** staff, is now Program Officer with the Department's Public Relations Branch).

# POLITICS PARAMOUNT AT AFL-CIO CONVENTION

BY GEORGE SANDERSON

## Nixon Under Attack

Political matters dominated the 10th biennial convention of the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO) to the extent that trade union issues faded almost into the background. The whole tone of the conference, held October 18 to 23 at Miami, Florida, was sharply critical of President Richard Nixon.

In an unprecedented move, 868 standing and cheering delegates unanimously approved a statement by their executive council calling on the President of the United States to resign from office "in the interest of restoring a fully functioning Government." If Mr. Nixon does not resign, the statement said, "we should call upon

the House of Representatives forthwith to initiate impeachment proceedings against him." This was the first time in U.S. history that organized labour had formally demanded the resignation of a president. It was also the first time that neither the President nor his secretary of labor was invited to address the convention.

The council's statement spoke of the "incredible actions" that President Nixon had taken "to prevent the full disclosure of evidence related to the Watergate cover-up and other criminal conduct by high government officials." AFL-CIO President George Meany had



George Meany

called the council into session following the firing of Special Watergate Prosecutor Archibald Cox and the resignations of Attorney General Elliot Richardson and Deputy Attorney General William French Smith. The action of the convention was reinforced by outraged protest from coast to coast. Washington was flooded by thousands of telegrams protesting the Cox dismissal while talk of impeachment spread in Congress.

The AFL-CIO launched a nation-wide lobbying campaign in November for the President's impeachment. A sharply worded statement was prepared by the leadership for distribution at factory gates, union meetings and for mailing to rank-and-file members. It urged all unionists to write to their congressmen and to Chairman Peter Rodino of the House Judiciary Committee to make them "aware of the need for urgency in voting the impeachment of the President." The AFL-CIO listed 19 reasons for impeachment, most dealing with the Watergate affair and what it considered erosion of confidence in the Government.

What Meany said in his opening address to the convention amounted to a declaration of war on the White House. "This torn and tattered administration has lost the moral authority to lead either at home or abroad," he told delegates. "Never in history has a great nation been governed so corruptly." Mentioning the word Watergate only twice, the AFL-CIO chief recited a list of administrative scandals during the past year and said that Americans have decided "that this Administration has cast a dark shadow of shame over the spirit of America." Meany's harsh words underlined the low point to which relations had sunk between the labor federation and the White House. According to veterans of AFL-CIO conventions, it was the most vicious indictment that Meany had ever made of an incumbent president and his administration.

The 79-year-old labour chief made it clear that he hopes to swing the federation's 13.4 million members toward all-out action to solidify Democratic control of Congress this year because "we need a Congress that has the numbers and the will to override every veto the President can throw at us, to liberate every dollar he impounds." Meany reported that the affiliated unions "are more united than ever before," and that the AFL-CIO's political arm "is stronger and more effective than ever before."

The AFL-CIO's non-endorsement policy in the 1972 presidential campaign, ignored at this convention, may have helped Nixon to win his second term: the AFL-CIO had supported every Democratic

candidate for the presidency since it came into being in 1955. Meany claimed that neutrality was the only course because the labour movement had split between Senator George McGovern and Richard Nixon. A year later, the scars of that split are still not completely healed. **The convention upheld the suspension of the Colorado state branch of the AFL-CIO** for disobeying orders and backing Senator McGovern. More serious, not all of the unions that withdrew their financial contributions to the Committee on Political Education (COPE—the AFL-CIO's political arm) have returned their money to the fund. Although the convention avoided the issue of reforming COPE—to give member unions a bigger voice in its decisions—President Meany is expected to make every effort in the months ahead to bring back into COPE all of the unions that withdrew to back McGovern.

### Canadian Interests Threatened

The 10th biennial convention reaffirmed the AFL-CIO's concern over the effect of imports on U.S. business and jobs and restated its opposition to President Nixon's generally expansionist trade bill now before Congress. Instead, the **federation is pressing for adoption of the highly protectionist Foreign Trade and Investment Act—the Burke-Hartke bill—and will continue to work for its adoption this year.** The bill would "remove the tax subsidies and other incentives that encourage U.S. companies to establish foreign subsidiary operations," provide for government restraint and regulation on the export of American capital and technology, and establish quotas on imports from all countries.





The Executive Council reviews AFL-CIO positions on domestic issues and international affairs drafted at the federation's 10th biennial convention in Bal Harbour, Florida.

Canadian labour's reaction was predictable. Describing the bill as "infamous," **Jean Beaudry, Executive Vice-President of the Canadian Labour Congress** and a fraternal delegate to the convention, irked some of his American colleagues by warning them that **Canada and other countries would retaliate against the United States in international trade** if the bill becomes law. "If you make it harder for us to sell to you, we will find it next to impossible to buy from you," asserted the CLC spokesman. "The relations between our two movements in North America would also be seriously undermined, if not irreparably strained," he warned. Beaudry said Canadian leaders of international unions are being "roasted" over the likely repercussions that passage of the bill would have for Canadian workers. He told delegates that sharp differences of opinion over policies such as the Burke-Hartke bill are pushing the Canadian labour movement inexorably in the direction of greater autonomy.

Beaudry stressed that the economic interests of Canadians could be "seriously undermined" if the bill is passed. He cited U.S. Department of Interior figures indicating that if the Burke-Hartke bill had been in effect in 1970, it would have cost Canada \$3.6 billion in exports. CLC economists

estimate that enactment of the bill in 1973 would have cost Canada nearly \$4 billion. "The cost in jobs could be astronomical," Beaudry added.

The CLC spokesman warned that "retaliation by foreign countries could cost American industries \$11 billion worth of export sales—and eliminate about one million export-related jobs." He also reminded delegates that the United States is Canada's best trading partner. "As far as jobs are concerned, the trade between our two countries is more beneficial to your labour force than to ours. Much of our export trade to you is represented by capital-intensive raw materials. Your export trade to us is largely represented by labour-intensive finished goods."



Jean Beaudry

Beaudry conceded that in recent years Canada has had a favourable balance of payments in merchandise trade with the U.S., but when investment returns and other invisible transactions are included, the balance is "vastly in favour of the United States."

He told delegates that a recent U.S. Department of Interior report "has provided what many consider to be the most damning evidence against passage of the Burke-Hartke protectionist legislation." The report, he said, shows "existing import restrictions cost U.S. buyers \$10 to \$15 billion in excess costs of goods produced by inefficient protected American industries."

Predictably, Beaudry's plea fell on deaf ears. Although some international unions have indicated that they would seek concessions for Canada under the bill, there was no mention of Canada in the report of the AFL-CIO executive council or in the resolution dealing with the bill. Many American union leaders believe, however, that the bill as it is now drafted is not likely to muster enough support in Congress for passage.

## The Economy

**The state of the economy and what to do about it was a principal theme of President Meany's address** to the convention. It was also the subject of many sections of the executive council's report as well as dozens of resolutions. Meany assailed the Administration's economic policies, citing, as the basis for his indictment, rampaging inflation, 5-per-cent unemployment, high interest rates, and

a general weakening of America's competitive position abroad. He attacked the pattern of "greed" running through the Administration's programs, saying that they were geared to making a "fast buck" for the banks, the big corporations and other "fat cats" at the expense of the working man and the American housewife.

"Since the President refused to adopt equitable across-the-board controls," Meany continued, "the sooner controls end, the sooner the free economy returns, the better off workers will be." Though he demanded that President Nixon "take the shackles off wages—the only part of the economy stringently controlled for more than two years," he made it clear that he and the two other AFL-CIO representatives had no intention of leaving the Government's labour-management advisory committee.

**As for foreign policy**—where Meany once admired Nixon—the AFL-CIO chief now finds "complete stupidity in the conduct of our foreign affairs, especially with reference to the Soviet Union." He ridiculed the President's policy of detente with the U.S.S.R. and pointed to the war in the Middle East as "a good example of how detente is working." He accused the Administration of being motivated by "the self-interest of profits" in deals made with the Soviet Union regarding wheat and other commodities.

## State of Unionism

In one of the rare moments of public debate, a resolution was proposed to study the twin **problems of how to boost trade union membership and how to settle the numerous jurisdictional disputes** between unions. Many think that more should be done to woo white-collar workers, but the majority of the AFL-CIO leadership regards the task of organizing as a waste of money that could be better spent on existing members. Despite a gain of about 230,000 in the past two years, the AFL-CIO membership continues to lag behind the increase in the size of the labour force. Only 26.7 per cent of the work force was organized in 1972 compared with 35.5 per cent in 1945.

Jerry Wurf, President of the State, County and Municipal Employees, proposed that the AFL-CIO establish a commission to investigate the "state of unionism" in the country. Its principal objective, he argued, would be to suggest methods of overhauling the entire trade union structure, including union mergers. As Wurf sees it, the present 113 AFL-CIO unions should be consolidated into perhaps 20 or 30 large unions. The immediate reaction of the AFL-CIO leadership, however, was strongly negative.



William Usery

The leadership also turned down the idea of appointing a commission to study jurisdictional problems, partly because it believes it is already taking adequate steps. The executive council voted to appoint William Usery, head of the Federal Mediation and Conciliation Services, to run its new and powerful Department of Organization and Field Services. Usery, outstandingly successful as the Administration's top labour-management trouble shooter, may be able to use the same skills to pry warring unions apart. He has not stated publicly what he plans to

do about organization, but it is reported that he favours mergers with smaller unions and would like to bring in unions currently unaffiliated with the AFL-CIO. Usery's appointment as head of the department that will co-ordinate all the field activities of the federation, makes him the third most powerful official in the AFL-CIO. Lane Kirkland, the Secretary-Treasurer, is second in line to Meany, who dominated the convention and showed no sign of retiring. He has been the federation's only President since the merger of the AFL and the CIO in 1955. From the ovation he received as he was overwhelmingly voted President for the next two years, any opposition to him is clearly still embryonic.

### Equal Rights

**The AFL-CIO finally reversed its position on the Equal Rights Amendment—designed to end discrimination on the basis of sex—**and agreed to campaign actively for passage of the measure. At its previous convention two years ago, the federation opposed the amendment on the grounds that it would nullify state and local laws protecting female employees from harmful working conditions and economic exploitation.

An important factor in changing the AFL-CIO's attitude was the action of unions such as the United Auto Workers, the Amalgamated Meatcutters, and the Communi-

cations Workers that each have a woman vice-president. Moreover, unions with large female memberships, including the International Ladies' Garment Workers' and the Amalgamated Clothing Workers, have dropped their opposition to the amendment, conceding that it would not compromise state and local laws.

Passage of the Equal Rights Amendment would add a new article to the U.S. constitution that would read: "Equality of rights under law shall not be abridged or denied because of sex." A resolution drafted by the American Newspaper Guild called it "precisely the kind of clear statement of national commitment to the principle of equality of the sexes under law that working men and women and their unions can use ... to eliminate employment discrimination against women." The amendment has been passed by Congress and must now be ratified by the states. Thirty have endorsed it, with eight more needed for ratification.

**The AFL-CIO decided to amend its own constitution to include the word "sex" for the first time.** Article II, Section 4 now reads: "To encourage all workers without regard to race, creed, **sex**, national origin or ancestry to share equally in the full benefits of union organization."



# ALIENATION IN THE QUIET FACTORY...

BY CLARE BOOKER

Every day thousands of alarm clocks, clock radios and answering services drag one-half million white-collar workers from their beds on to jam-packed roads and public transit systems that carry them off to a day's labour in the cement canyons of downtown Toronto. How many of these people really want to go to work?

Despite cries to the contrary, **most people in our society want and need to work.** Problems arise, however, because the nature of most work in a modern, industrial society is so alienating that people try to avoid it by taking sick leave or arriving late, thereby giving the impression that they don't like work. In the words of French author Albert Camus, "without work all life goes rotten, but when work is soulless, life stifles and dies." In a similar vein, journalist Sidney Katz, pointed out in *The Toronto Star* that young people are not "opposed to labour as such. More specifically, **they dislike working at a job where, in their view, the end product of their employer is without social value. Moreover, they find it difficult to fit into a work environment where hours are rigidly set, where bureaucratic procedures are strictly followed.**"

There is also abundant evidence, Katz said, that young people will work diligently for long hours at low pay, at tasks they regard as valuable.

**We all need to feel a respect for what we are doing,** to feel that we are making a valid contribution to social progress. The success of volunteer organizations, LIP and OFY



Clare Booker

projects seems to suggest that they are filling many of these needs. Look at the amount of labour, paid and voluntary, that goes into election campaigns, service organizations, arranging rock concerts and film festivals and other "cultural" events. In speaking to representatives of Canada Manpower, I found the number of people wanting to work in LIP and OFY projects outnumbered the jobs available.

A sense of self-worth is integral to all human functions. Consequently, **employers must be able to see beyond job performance,** to appreciate the personal qualities that a worker brings to his or her job—honesty, diligence, compassion and personal integrity. The feeling that one is integral to success, whether in formulating policy and concepts or in carrying them out, is important.

In his book, *White Collar*, C. Wright Mills articulates the cry of 500,000 Canadian workers who have no interest in their jobs. He says:

Alienation in work means that the most alert hours of one's life are sacrificed to the making of money with which to "live." Alienation means boredom and the frustration of potentially creative effort, of the productive sides of personality. It means that while men must see all values that matter to them outside of work, they must be serious during work: they may not laugh or sing or even talk, they must follow the rules and not violate the fetish of the "enterprise." In short, they must be serious and steady about something that does not mean anything to them, and moreover during the best hours of their day, the best hours of their life.

In his analysis of modern society, Karl Marx also explored the notion of the alienated worker. He defined alienation as powerlessness, meaninglessness, isolation, and self-estrangement, all negative concepts in our society. To be full members of society with all privileges, people must be involved, make a meaningful contribution and be in control of their lives. If people are found to be lacking in any of these, they lose the respect of others and respect for themselves.

How does the job of a secretary meet with these requirements? A secretary works for one or more men, performing tasks such as typing, dictation, filing, placing phone calls, and making appointments. In each case, these tasks are initiated by a person other than the secretary, a person who is in a superior position that allows him to judge job performance—the secretary's performance. The secretary is, in effect, little more than a powerless robot. Her role goes no further toward fulfilling the requirements of self-worth and thereby combatting alienation.



The secretary in most cases is the "office wife," the "helpmate." "Why, I couldn't get along without my girl, she makes the best coffee in the office." Michael Korda states in **New York Magazine**: "It is hard to define your identity as a working person when you begin each workday with a domestic act, providing a second breakfast for someone you're not even married to or living with, as if anything to do with food and drink were by nature women's functions."

The career of a secretary in private industry is tied to that of her boss. If he gets a promotion and a bigger office, so does she, although not the usual salary increase that goes with it. And this phenomenon is not restricted to the private sector but also pervades our government service. Recent newspaper reports tell of complaints from secretaries in the public service that they are regarded as no more than "chattel." And what else can a person be called who is paid according to the rank of the man she works for and not the

quality or quantity of her work; or a secretary who receives no further promotions because her boss has gone as far as he can go or because he leaves the public service and she no longer has anyone to follow up the promotion ladder (ties between secretaries and bosses being formed at an early level).

As "chattel," the secretary sits outside the boss' office. She must be neat and attractive in appearance and well-dressed, for her boss has a certain position to maintain. As a representative in full view of the public, she must look busy at all times. If a secretary is not busy, then people may think her boss can't be doing any work and if he's not doing any work, he must be expendable as is his secretary and her job.

Being a secretary is a 9:00 to 5:00 role. She comes to work, does what is requested and asks no questions. Michael Korda quotes an executive who says he wants a girl with no back-talk: "because she can't afford to get fired. I don't want to know her opinions. I just want her to handle things for me."

To make a suggestion, even about the kind of typewriter they are buying for her is to become involved in the decision-making process and to overstep her limits. If she does ask, she is thought to be uppity and obviously looking for a better job.

Irving Bluestone, Vice-President of the United Automobile Workers of America, cites the double standard that pervades in industry for management and workers. A secretary on the job is expected to keep per personal life to after 5:00 p.m. Her boss, however, may take time from work for a haircut, or to see his child's teacher. For a secretary to take such liberties means a loss of money, if not a loss of job. And secretaries are expected to accept these privileges as a fact of life and experience no resentment for unequal treatment.

This is the job that is supposed to make a person feel important, give her a sense of worth and meaning to 2,080 hours of her life every year. It's not much is it?

How does the employee cope with this loss of self-identity and degradation? Rationalization: "I have to do it because I have financial responsibilities." Therefore, secretaries go to work each day, try to do their best to keep their head from being stomped upon, and leave as quickly as possible to return to "real life."

Another method is to talk to people in the same kinds of situations. Misery loves company. It helps to overcome the feelings of isolation to know that there are others experiencing the same frustrations. A secretary can do it by really believing that her boss couldn't get through the day without her cup of coffee. This dream is soon shattered, however, when she finds that he existed quite well when she was away on holiday.

Increasingly "workers often cope with work problems and discontent . . . by resorting to alcohol and drugs, to violence, to delinquency and to suicide," **The Globe and Mail** has reported. And the ultimate escape to leave the job altogether and find work that contributes to a feeling of self-worth, as many people are doing with LIP and OFY projects.

As reported in the U.S. Department of Health, Education and Welfare report **Work in America** released in Washington in December 1972, concern about the issue of worker discontent is spreading in the business community. Drawing once more from **White-Collar**, we see that: Management effort to create job enthusiasm reflects the unhappy unwillingness of employees to work spontaneously at their routinized tasks; it indicates recognition of the lack of spontaneous will to work for the ulterior end available; . . . these are underlying reasons why the Protestant ethic, a work compulsion, is replaced by the conscious efforts of Personnel Departments to create morale.

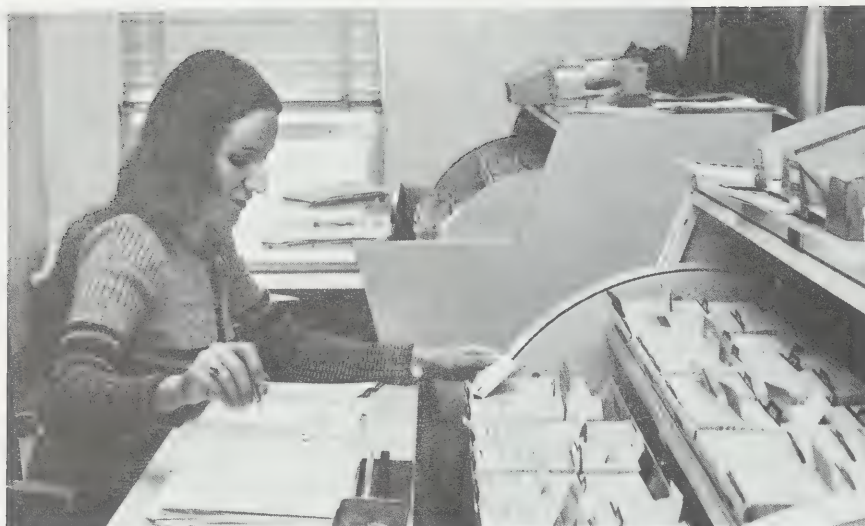
How is this morale created? The most obvious method is higher salaries, which in turn give employees more money to spend on entertainment and less time to spend thinking and complaining about their jobs. But this method has its limits, since certain economic differentials must be maintained between clerical workers and administrators and executives.

A second method is the use of job titles. In the case of dissatisfaction in a steno pool, management will often try to break up the pool by assigning the secretaries to a particular man or men. In the case of a secretary already working for one man, they can give her a new job title, such as Senior Secretary, Secretarial Assistant, Administrative Assistant, all of which imply an increased prestige. But like an increased salary, the aura wears off and the secretary soon realizes that she is doing the same old things, with just a new name.

Many companies try to get their employees to participate in company activities such as a staff association or bridge club to make them feel more a part of the organization. Some corporations offer







more vacations to give their employees more time away from their work and to decrease their alienation. Companies are even sponsoring group charters to make it less expensive for their employees to take vacations. The four-day week is another device used by companies to allow their employees more time away from work. However, the longer workday quite often means that the employee becomes tired and needs that third day to recover from working 10-hour days.

By far the best and newest device being tried by companies is the "flexible work week." Some companies in Europe allow their employees to come to work and to leave whenever they want as long as the work is done and they still work an average of 35 hours a week. In North America this idea is being tried in another fashion. The employee can decide what time he would like to start work within a 7:00 a.m. to 9:00 a.m. period and to leave 7½ hours later.

This has been happening in Toronto, in part to relieve the stress on public transit. But what does this do to the employee. Does it give him a sense of freedom? Not much. He or she is still tied to the desk for a set period every day whether there is work to do or not.

These methods, individually or in combination, can only provide a stopgap, for they still do not solve the basic problem of "being at home at work." In the **Financial Post**, April 2, 1969, Frederick Herzberg said that: "deep personal satisfaction can come only from the work itself, not from salary, supervision or even good fellowship."

U.S. Senator Charles H. Percy in an article entitled "The Decent Society" states that: "the generation now emerging . . . is less interested in getting ahead than in getting involved; it wants to contribute to society's welfare, not merely its own . . . Corporations

can no longer stand aside from society's most urgent priorities and expect to satisfy the ambitions of young men and women who place idealism ahead of materialism."

"Involvement" is a possible answer to the loss of respect and to the resulting alienation described above. If the worker is involved in the decision-making process, he is in control, no longer powerless. He has the option of making the decision "yes" or "no" for himself. The process of involvement is not going to do away with the "drudge" jobs, for they will always exist. But it does mean that they will have a sense of purpose and that through involvement, the clerical worker may see the end result and her own contribution to it. Thus fruitless rationalization becomes unnecessary if the secretary knows why she is doing a task and has been part of its definition.

It is personal involvement talents that can end the schizophrenic existence of "making a living" and "making a life." For only when the two are joined and work is for the improvement and benefit of life will they become one, and the alienated worker will be no more.

(Clare Booker is currently employed by the Canadian Labour Congress. After three years at the University of Toronto, where she was actively involved in student politics, Ms. Booker worked as a white-collar organizer for the Canadian Union of Public Employees and then as secretarial assistant to Stephen Lewis, leader of the Ontario New Democratic Party. Ms. Booker's particular interest lies in the social and political ramifications of work both for the employee and for society.)

# THE DAVID ARCHER STORY: PARALLEL OF LABOUR'S OWN

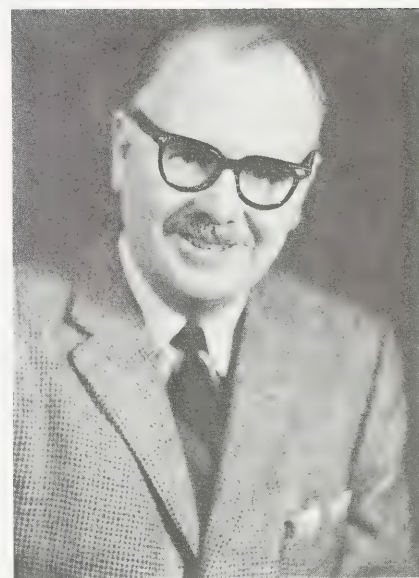
BY JACK WILLIAMS

The mere recital of the facts of labour history can, and often does, hide a very human story of the struggle of the labour movement in Canada, from its barely-breathing infancy to a mature place in today's social structure. David Archer, President of the Ontario Federation of Labour, is one of the individuals whose life illustrates something of what went into the building of the movement. A conversation with him not only provides the flavour of earlier times, but also points up some of the similarities, and some of the differences, over a span of years.

Archer has a Scottish background. Born in Edinburgh in 1912, he came to Canada as a young child just after World War I. His family had left the pinch of postwar unemployment in a small Scottish mining community. In Toronto he, like many others, left high school as a youth and went job hunting. He found work first in a bakery and later in a textile mill.

The social consciousness that is characteristic of him today was apparent at an early age, and he sought to express it through membership in a long-forgotten organization, the NYAC's (New Youth Association of Canada), which was the predecessor of the Co-operative Commonwealth Youth Movement, associated with the CCF. Archer was one of the early leaders in the CCYM.

It was through a strike at a tannery on Toronto's Eastern Avenue that he had his first contact with the labour movement. This was about the time the CIO was making its appearance in Canada through Local 222 of the United Auto Workers at Oshawa. Archer met Charles Millard, who later became Canadian director of the United Steelworkers; Hugh Thompson, a UAW organizer from the United States; and Fred Dowling, later Canadian director of the United Packinghouse Workers.



David Archer

"These were men destined to become leaders of the labour movement in Canada, but none of us realized it then," Archer says.

"I was rather left-wing and a fight was raging politically about the United Front—against war and fascism, and later for peace and democracy. I became very interested and when a big May Day parade was held in Toronto, the CCF laid down an edict that members were not to participate because it was communist-sponsored. Some of us did participate: Bill Dennison (until recently mayor of Toronto) and others who belonged to the left-wing faction; it becomes rather humorous now. We were expelled from the CCF for marching in the parade, but we weren't out for long."

It was at this parade that Archer met his wife, Doris, who was to become a personality in her own right in the Canadian labour movement, and whose untimely death a few years ago deprived the movement of one of its most active women members.

Archer explains the meeting this way:

"I had worked laboriously on a big banner. It read: 'More blood, more bonuses; more deaths, more dividends.' It sounds pretty cliché-ish now; but as a youngster it looked good to me. The Communist Party got a couple of the best looking girls in the Young Communist League to carry the banner, and one of them was Doris. After the parade I asked her to go to a show with me. She soon quit the Young Communist League, much to her father's dismay, and joined the CCYM with me.

"I was out of work so I took a job with the CCF as a general organizer at \$10 a week, except most of the time they didn't have the \$10. Graham Spry was my boss and he got \$15, but they seldom had the \$15 either."

As a young man Archer travelled about Ontario raising funds for the Committee to Aid Spanish Democracy during the Spanish Civil War, the money being used largely for the blood transfusion service organized by Dr. Norman Bethune. Archer's father-in-law was a barber and ran what was known as "The Little Red Barber Shop" on Toronto's Danforth Avenue. There Hugh Garner, the Canadian writer, signed up for service in the MacKenzie-Papineau Battalion that served in the Spanish Civil War.

When economic conditions improved, Archer was again able to get regular work, but because of his union activity the jobs usually did not last long.

"There wasn't any kind of protection so I got fired," he says. "I ended up at the Ontario Silk Knit, where we immediately formed a union. I was the president, even though I was a foreman. Jimmie Garfinkle, now a Toronto labour lawyer, was treasurer. Henry Weisbach, who is now a senior member of the OFL staff, was shop steward. We joined the Textile Workers' Organizing Committee (CIO) and went on strike for recognition of our union. The strike petered out and we lost.

"That was about 1940-41. I had tried to enlist in the army in 1939 but they turned me down as med-

ically unfit. By 1941 the test of whether or not you were accepted for service was very different. They were no longer just looking for five-foot-ten fellows; they just felt your brow to see if you were warm."

Archer met that criterion, but his military career was brief. He developed an ulcer and after a gastrectomy he was discharged. On the invitation of Millard, he went to work for the Canadian Congress of Labour as an organizer, and later transferred to the Textile Workers.

"We had trouble in the Textile Workers," he recalls. "We broke away to form an independent organization, and this has some bearing on what is happening today. We felt we could do better with a purely Canadian organization; but it was a dismal failure. Arthur Williams (at one point a CCF Member of Parliament) was the president of this Canadian Textile Workers and I was the secretary-treasurer. It wasn't long before we went to the States to see the Amalgamated Clothing Workers, who were supposed to be angling the Textile Workers' Organizing Committee of the CIO. I guess I was one of the few persons belonging to a Canadian union who asked an international to, for God's sake, take us over. I thought I was right, and I still think I was right."

Then there was a period with the United Packinghouse Workers, running a strike at the Canada Packers plant in Peterborough, and after that a job with the Retail, Wholesale and Department Store Union.



Archer continued to have a strong enthusiasm for politics; but he is a man of few illusions.

"About this time I went out to Alberta to try to help the CCF get elected," he explains. "When I got there they had a farmers' government. When I left the Social Credit was firmly in the saddle. I wasn't very successful."

He was still identified as somewhat of a radical. There was the occasion which has been identified, in somewhat exaggerated terms, as "the free speech riots of Toronto Beaches."

Archer gives this description:

"We had been told we would be allowed to make speeches in a certain part of the Beaches. The trouble was that there weren't any people in that part and we decided the ball park would be a much better place to express our views. The police decided otherwise. We started to speak but we were soon taken away. I still remember the opening words of my speech, they were the only words I got out. I said: 'We should tell these Cossacks to keep their bloody hands off the members of our class—' And at that point I disappeared from the scene."

"During the Depression we tried to stop evictions. A number of us were arrested for opposing sheriffs. On one occasion we placed a flag on the verandah and put all our children out there, while we locked ourselves in the house. As the police charged the children sang God Save the King. It didn't

take them long to trample on the flag and get the children out of the way. Then one policeman put his foot through a window, cutting his leg. My father-in-law—five-foot-two and weighing 110 pounds—was given a month in jail for biting a policeman."

When the Ontario Federation of Labour was formed as the provincial branch of the Canadian Congress of Labour, Archer became its executive secretary. He was also, at various times, executive secretary, and later president, of the Toronto Labour Council.

Now he looks back on those years from a smartly furnished office in the \$4,500,000 office building which the Ontario Federation of Labour owns in the modern Don Mills area of Toronto. One of the Federation's tenants is a chartered bank; its neighbours include some of the country's largest corporations. The struggling organization of the Depression days now boasts a membership of well over three-quarters of a million men and women.

And how does Archer consider himself in these circumstances, and in the light of a somewhat colourful background?

"I would still like to think I'm a radical. I'm sure there are some—my own kids—who don't think so; but I would like to think so. I'm certainly still a Marxist. That was my training. After school I kept going to night classes. I probably attended more classes at the university than somebody who got his degree. There wasn't anything else to do, and it kept you out of the cold."

"Perhaps I'm not as adventurous a radical as some of the younger people seem to be. I have a feeling that many of them will grow out of that; and, of course, every day you see some people who were very vocal in their radicalism showing up in the most peculiar places—right-wing places, if you can use that term any more."

"I'm afraid that testing your radicalism or your militancy in 1930 terms is a very silly thing to do at this stage. It's a very mixed-up situation we find ourselves in, it's much more complex. I don't believe there is a right and a left; I think you go around in a circle, and if you go far enough to the left you meet the right."

Archer's experiences of past years are still reflected in his public declarations. For example, this, from a recent statement:

"It has only been through sacrifice that trade unionists have achieved any of the benefits they enjoy today under union contracts. Benefits that are still denied most working Canadians except where, through union pressure, legislation has been enacted to provide minimum protection. . . . We of the trade union movement have often been cast in the role of constant complainers. . . . As trade unionists, we like to think the individual has certain inalienable rights and that the systems and procedures of government are basically designed to safeguard those rights. So we will continue to protest when such agencies of government tread on the pride and dignity of men and women."

As senior officer of a large organization, recognized as the spokesmen for unions in the most highly-industrialized part of Canada, Archer faces the difficult task of accommodating his militancy to the everyday responsibilities of his position.

"I could have a field day taking off after the Premier and the Minister of Labour, and not having a good word for anyone in a government position," he says. "Sometimes in a convention you have a very vocal delegate taking the floor and demanding to know just what you have done and why you are not more militant. And then the next day that very same delegate may be on the telephone asking if you can help get a government conciliation officer into a strike situation, or asking you to try to arrange a meeting with the Premier. It's easy to be a rabblouser; but it destroys your credibility, and, I think, your usefulness as an officer of the Federation."

An important part of Archer's activities has been related to labour legislation. He has been a member of the Ontario Labour Relations Board since 1948. He thinks labour legislation tends to lag behind the times.

"In Ontario, particularly, I think the labour legislation is too static; and, frankly, I think the Ontario Labour Relations Board is much too bound by precedent and just doesn't understand what is going on in the industrial field today," he explains.

"Almost every place in the world is trying to give expression to some kind of workers' voice, as they call it in Europe, some worker participation in decision-making.

This doesn't seem to have hit Canada at all, and the United States very little, apart from the recent humanism cry of the United Auto Workers. Our employers seem to be as reactionary, and as bent on management rights and maintaining those rights as they ever were, and the Government seems still to believe that all these rights belong to management, unless they are modified by law or prohibited by agreement.

"The federal Government has moved a little bit away from this in view of the Woods' Report, and I think perhaps the NDP governments in the western provinces are experimenting; but there is nothing in Ontario."

Discussing frequently-heard suggestions for the adoption of voluntary arbitration, Archer is sensitive to the dangers of nomenclature:

"The word 'arbitration' has become a four-letter word; you just can't discuss it. If we talk about 'final settlements,' then I think it is true that it is being discussed. Here in Ontario, and elsewhere, legislation prohibiting strikes during the term of an agreement was adopted much against the wishes of the trade union movement. This was looked on as a most serious curtailment of the strike weapon.

"Now, while they don't like it, they seem to have accepted it. More recently, of course, there is the suggestion that, because of the tremendous technological changes taking place, it should be permissible to strike on these issues which could not be anticipated at the time the agreement was reached. The federal Government has taken that position, and

I notice the new British Columbia legislation does something about it. Ontario has done nothing.

"I think we have to keep looking at new ways and means; but basically our labour relations are an adversary procedure, and they will remain that way. Discussions are difficult because, as far as the word 'arbitration' is concerned, it arouses more heat than light. While the labour movement has pretty well accepted the idea of finding some form of final settlement during the life of an agreement, it is not ready to have the agreement itself imposed by a third party, and there is assistance in this position from the Canadian Manufacturers' Association."

Archer sees the whole field of labour-management relations and bargaining becoming much more complicated as a result of the growth of multinational corporations.

He puts it in these terms:

"The multinational companies are the greatest problem—one might say threat—that faces the trade union movement; or, if you want to put it in left-wing terms, the workers of the world. The rise and power of these multinationals has put them almost beyond the control of individual states. I don't have the answer; but certainly it is not to crawl back into the security of the womb, as some of the Canadian unions are suggesting. There is room for Canadian unions, particularly in the public service, and may be in some other areas. But this is not an answer to the challenge of multinational companies."

Archer has deep feelings regarding what is often described as labour's social responsibilities. The biographical sketch provided by the Ontario Federation of Labour demonstrates his personal involvement in an extraordinarily wide range of activities. They include membership in: the executive of the Ontario Economic Council; Board of Governors of York University; advisory committee, Business Administration Department, Ryerson Polytechnical Institute; Board of Directors, Toronto Symphony; Board of Trustees, United Appeal; Board of Governors, Toronto Arts Foundation; Board of Directors, St. John Ambulance; and The Prime Minister's Advisory Committee on Economic Policy.

"I've never been a business trade unionist," Archer says with some vigour. "If that was all the union was, then it wasn't for me. I really wanted to change the world, and I still do. I suppose if I were a Communist I'd raise hell; since I'm a socialist, I want to lower heaven, as J. S. Woodsworth used to say.

"I think the trade union movement is doomed if it doesn't assist those less fortunate than itself, and those who are not in the trade union movement. I think this is why we have to take political action, to make transfer payments better and to change legislation in a way that will open the doors of our unions to some of those people who are now precluded through tough legislation. I think it would be good if they could better their conditions by their

own efforts, rather than simply being the beneficiaries of government largess; and I'm not talking about work ethics or anything like that. They need organization and militant action, the experience would do a lot for them."

The President of Canada's largest provincial labour organization is able to back up his theories with examples of concrete actions.

"Our Federation is giving considerable assistance to the Anti-Poverty League. We intend to go down and have a good look at the situation concerning immigrant fruit pickers in southwestern Ontario. We want to see what we can do to assist them. Considering that they are largely Mexicans, and not Canadian nationals, and that they are only in the country for two or three months, I doubt whether the traditional union structure will fit their needs. But we are willing to send people and spend money in an effort to see that they at least get minimum protection, rather than the exploitation they have now.

"We have been co-operating with the senior citizens and we sent a commission across the province investigating their conditions and talking to them—asking them what they want, not telling them. We are certainly going to do more of this sort of thing.

"Over the past three or four years our Federation has tried to activate the community Labour Councils. We have a full-time person

servicing them. We placed their representatives on our Executive Council and we finance their attendance at meetings. We offer to assist them, financially or otherwise, in projects that gain our approval. The Labour Councils, at the community level, are the non-commissioned officers of the labour movement, and unless you get them working you are not effective."

The Ontario Federation of Labour, with its 750,000-plus members, is larger than any national labour organization was a few years ago. Yet Archer is an ardent advocate of a strong national organization. By virtue of his OFL office he is a Vice-President of the Canadian Labour Congress. While he feels some changes are necessary in the structure of the Canadian labour movement, including allocating greater responsibility to provincial organizations, he is emphatic that the situation is not one of competition or rivalry between the OFL and the CLC. Any changes that come will be the result of an amicable agreement.

"I think we have to be looking at our structure all the time if we are going to keep pace with what is happening in the outside world," he said. "This is vital to the whole future of the labour movement."

This is the sixth article in a series on Canada's top labour leaders. Jack Williams was formerly Public Relations Director of the Canadian Labour Congress and, from 1970 until his retirement in 1972, was editor of the CLC magazine, **Canadian Labour**.



# THE ILO EXAMINES JOB PROSPECTS AND WORKING CONDITIONS IN THE TEXTILE INDUSTRY

**Loss of jobs by textile workers and the effects of new textile machinery on the health and safety of employees** were among the topics discussed by the International Labour Office's **Textiles Committee** at its meeting in Geneva in September. The two-week session—the first in five years—was attended by government officials, labour and management representatives from 28 countries.

Under the chairmanship of Moses Owor, Labour Commissioner of the Uganda Ministry of Labour, delegates studied safety and health in the textile industry, and the role of textiles in expanding employment in developing countries. Owor told delegates that questions facing the textile industry today include maintenance of the real value of wages, the principle of equal pay for work of equal value, job enrichment, environmental control, and the matter of workers' participation in management.

Speaking about health and safety in the industry, he said: "New types of machinery may be creating new problems or intensifying old ones such as high-frequency noise levels and mental strain. Although a multitude of different shift-work systems requiring abnormal attendance times can be found in the industry today, comparatively little knowledge appears to be available as to the degree of biological stress that they induce in a worker. Similarly, when deciding which of the alternative methods should be used

in fabric processing, the effect on the health of the workers should be considered as a major factor in making the final choice."

Reviewing recent developments in the textile industry, a general report prepared for the meeting stated: **"Working conditions in several textile undertakings remain unsatisfactory:** each year many textile workers become infected by 'brown lung', a traditional disease of this industry; the noise levels of many textile machines can cause permanent damage to the hearing of any worker who is exposed to them continually—not to mention damage to the nervous and endocrine systems, the digestion and the circulatory system—and some of the newer machines that have recently come into use in the industry have even higher noise levels than the older ones . . . The widespread recourse to shift work and the operation of ever-faster machinery combine to cause nervous stress for many workers."

The committee stressed that **provisions for the protection of the health and safety of textile workers should keep pace with technological change**, and that legislation dealing with all aspects of industrial health and safety should be brought up to date frequently. It called for closer collaboration between governments, employers, workers and their representatives to prevent accidents and occupational diseases.

One of the main hazards of the textile industry is related to lifting, carrying and moving loads. The committee said national laws should take international labour standards into account when maximum weights for carrying are being set. Since the risk of fire in the textile industry is high, electrical installations should be inspected regularly and workers should be adequately trained in fire-prevention and fire-fighting procedures. "It is highly desirable that efforts should be made with the help of the ILO to establish

suitable threshold levels for the maximum acceptable concentration of textile dust," the committee said.

Commenting on the problem of noise, which it described as one of the most serious occupational risks in the textile industry, the committee observed: "Although a considerable amount of advanced technical and medical information is available on the problem of combatting noise, there are still no international standards regarding the maximum tolerable level of noise." The committee believes that the ILO should take appropriate steps in the near future to establish acceptable international norms. It called also for adequate inspection services to check systematically the application of health and safety regulations in all countries.

Reviewing the employment situation in the textile industry, the general report prepared for the





meeting noted that expanding international trade in textiles has greatly sharpened market competition, forcing many firms out of business and causing thousands of workers to lose their jobs. While booming international trade in textiles has brought significant employment opportunities to developing countries, it has severely curtailed the number of jobs in industrialized nations. "A generous and deep world concern about the employment problems of developing countries needs to be matched by full recognition of the serious damage done to workers and investors in industrialized countries where import regulations ... are changed for the benefit of others. This implies that there should be substantial public financial assistance to textile workers and firms injured by measures of import liberalization."

Stressing the need for fair labour standards everywhere, the ILO report observed that countries able to compete in quality, design, and price "should not be free to exploit sweat labour." Echoing this view, the Committee stated that "the question of creating employment that permits humane conditions of life and work is indispensable, and safeguards for workers should not be allowed to be sacrificed to other motives." It said that steps must also be taken to ensure that workers displaced by automation retain their incomes and purchasing power—a particularly serious problem in countries offering few alternative jobs.

Resolutions adopted by the Textiles Committee call on the ILO to:

- create a program of activities for the textile industry that would lead to international guidelines in such matters as income security and protection of textile



workers from the effects of market instability;

- study the extent to which children are employed in the textile industry in member nations, and promote research on the physical and social effects of night work on women;
- ensure that the Committee's findings are transmitted to employers' and workers' organizations, and that such organizations are consulted before information is sent to the ILO concerning the industry;

- include the textile industry among sectors to be studied in reviewing the social effects of the activities of multinational corporations.

The committee is one of eight created by the ILO to help improve working and social conditions of persons employed in major world industries. (Articles on the petroleum and forest industries appeared in **The Gazette** in July and November respectively).

G.S.



# NEW WORLD—NEW OPPORTUNITIES— NEW SOLUTIONS: CHAMBER OF COMMERCE ANNUAL MEETING

**New World—New Opportunities—New Solutions** was the **theme of the 44th annual meeting of the Canadian Chamber of Commerce**, held in Winnipeg last September 23 to 26. More than 750 delegates attended from across Canada.

Panel discussions were held on new social and economic priorities, new marketing realities and new challenges and opportunities facing business. Speakers included A. W. R. Carrothers, President of the University of Calgary; W. Earle McLaughlin, President and chairman of the Royal Bank of Canada;

Senator Maurice Lamontagne; Manitoba Urban Affairs Minister Saul Miller; Senator S. L. Buckwold of Saskatchewan; Dr. Mark MacGuigan, Parliamentary secretary to Manpower Minister Robert Andras and William Ladyman of Toronto, international Vice-President of the International Brotherhood of Electrical Workers.

**Dr. MacGuigan** told the delegates that **increases in the labour force up to 1980 will require** the creation of **250,000 new jobs a year**, as

Canada's labour force is expected to reach 11 million in 1980 from the present eight million. An **increasing proportion of women in the work force will present a challenge** for the next decade, he said, as will productivity, the work ethic and job satisfaction. Women will account for about 50 per cent of the total growth of the labour supply by 1980, said MacGuigan, requiring **changes in attitudes toward women and the reduction of barriers** that women face in their hunt for jobs.

Industry and government are placing more **emphasis on professional qualifications for managerial staff**, he said, making new employment opportunities for people in this category. But it also means the prospects for post-secondary graduates in the 1970s are not as bright as they were during the 1960s.

The Department of Manpower and Immigration is developing a **systematic labour market information centre as a basis for manpower planning and counselling**, MacGuigan told the convention. The Department sees the 1970s and beyond as a time that belongs to the individual, who in turn will be more highly educated and who will have a different set of values.

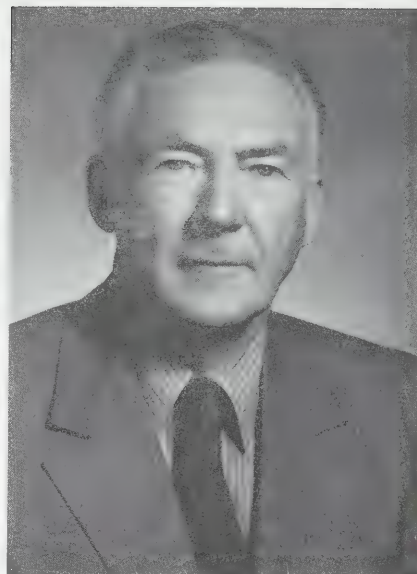
**Mr. Ladyman** said the **best medicine for job dissatisfaction is higher wages**. Behaviorists have been trying to sell a flurry of job enrichment programs as if they were headache remedies and a panacea for productivity problems. But the basic remedy is more money, suggested the IBEW Vice-President.

Surveys show **job discontent is more prevalent among young workers**, diminishing as the workers get older. The surveys show also **dissatisfaction decreases as**

**income rises**, according to Ladyman. Construction workers, among the highest paid of all blue-collar workers, are at the top of the contentment scale. He gave the example of the collection of New York City garbage. A few years ago there was a **shortage of workers willing to do the hard, dirty job**, he said. When the pay was raised to **\$10,500** a year, **there was a waiting list of people wanting to be garbagemen**.

**John A. Paré** of Montreal, President of O.D. the management consultant firm of Strategies, Ltd., said on a panel discussion that **the work ethic is not dying but is undergoing transformation**. The expectancy level about work is changing and workers do not want to be bored. He urged corporate executives to put more job satisfaction into jobs to meet rising employee expectations.

Management and labour leaders will have to "break out of the **obsolete power structure** which divides the work world between those who plan and control and those who execute; between those who decide and those who can merely protest," explained Paré.



**John E. King**

The 1974 executive of the Canadian Chamber of Commerce was elected at the Winnipeg convention. **Incoming President is John E. King of Toronto**, Vice-President of public affairs for Texaco Canada. Incoming **first Vice-President** of the Chamber is **E. R. Olson of Lanigan, Saskatchewan**, general manager of Alwinal Potash of Canada. **Second Vice-President is Paul Ouimet of Montreal**, director and Vice-President of Hydro-Dynamics of Montreal.

**T. S. W.**

# FEDERATIONS OF LABOUR CONVENTIONS

## ONTARIO

A demand for a complete overhaul of Ontario's labour legislation to provide workers with broader rights was made at the 17th annual Ontario Federation of Labour convention, held in Toronto from November 12 to 14. A majority of the 1,400 delegates, representing more than 750,000 members, approved a 17-point program for revised labour legislation calling for **broader rights for picketing and demonstrations, the elimination of compulsory arbitration in hospital disputes, the curtailment of police activities in strikes and the outlawing of injunctions in labour disputes.**

The delegates heard spokesmen from the Canadian Union of Public Employees (CUPE) in Ontario say that **hospital strikes, banned by law, will occur unless the hospital employees get a better deal**

**than Toronto hospitals have offered.** Thomas Edwards, CUPE national representative who bargains for hospitals, called on affiliated unions to help gather a petition of 100,000 names asking for a repeal of the Ontario Hospital Disputes Arbitration Act, which bans hospital employee strikes. He described the Act as being designed for management rather than to aid the workers, and said workers who are discharged for union activity must prove they are not guilty of misdemeanors "trumped up by the employers" as reasons.

Delegates approved a 10-point program on employment standards. Its main points included a minimum hourly wage of \$3 with periodic adjustments; a maximum eight-hour day, five-day week; voluntary overtime; a ban on Labour Department permits allowing more than the maximum working hours; paid vacations of two

weeks after one year of service, three weeks after five years and four weeks after 10 years; severance pay of 2 per cent of earnings for each year of service and stronger penalties, including jail terms, for employers repeatedly violating the Ontario Labour Standards Act.

**The Ontario Labour Relations Act also was criticized. Focus of the complaints was on the difficulty of organizing in small plants and among service workers and office employees, where union officials say employer pressure has its greatest effect. The Labour Council of Metropolitan Toronto said that in many cases "employers blatantly violate the principles of the Act, sneering at the penalties so petty that employers merely regard them as token costs to maintain a non-union shop."**





Donald MacDonald

An OFL policy statement proposed that the Ontario Government establish a **Prices Review and Control Board** with power to investigate food pricing and to stop or roll back price increases in cases where there is evidence of excess profits. Also recommended was a **new Department of Consumer Affairs**, independent of corporate affairs and with powers to investigate as well as authority to enforce decisions that will protect consumers. The policy paper called for **product package standardization; escalator clauses in all social welfare programs; the development of a more equitable redistribution of income and a guaranteed annual income; the abolition of the recent sales tax increase to 7 from 5 per cent; and the abolition of property taxes on homes.** The statement also re-affirmed labour's opposition to across-the-board wage and price controls.

**Donald MacDonald**, President of the Canadian Labour Congress, told delegates to develop **greater militancy at the bargaining table.** Stronger efforts are needed to win wage increases that will not only match price increases but also increases in productivity. Pressures should be exerted by labour to raise minimum wage standards and to incorporate full escalator provisions to protect low-paid workers.

Real basic wage rates under collective agreements have shown no improvement during the past year, MacDonald said. While the average base rate increased by 8.5 per cent during the year ended last September, the cost of living increases matched that figure.

**"To put it bluntly, the organized worker of this country has ended up with nothing but a big zero,"** MacDonald declared. MacDonald also accused Canadians of becoming **"numb, devoid of any social conscience" concerning the country's unemployed.** Continuing high unemployment can only be explained by consistent gross mismanagement of the economy, he maintained; he said Canada's unemployment rates are a shocking contrast with those of other industrial countries that have fewer natural resources. Canada's unemployment rate has been higher than the rate in the United States, France, West Germany, the United Kingdom, Italy and Sweden during the last five years, he said. To rectify this, **Canada "needs an expanding economy on a stable basis, and that objective will never be attained by the stop-and-go policies of Ottawa,"** he said.

**David Archer**, OFL President, speaking in an interview before the convention, **said the Ontario Department of Labour needs a complete shake-up and should be raised from the minor-status level to which it has been relegated.** Saying the department is failing Ontario labour, Archer criticized Labour Minister Fern Guindon as knowing little about labour and said none of his senior staff members have trade union experience.

Delegates received copies of a **senior citizens' task force report.** The study was sponsored by the OFL and conducted by Moses McKay, 71, a retired member of the United Auto Workers. It was undertaken to provide initiative among trade unions and their members toward improving the lives of Canada's 1.8 million persons 65 and older, of which 700,000 live in Ontario. Among the report's recommendations are the extension of health service coverage to include dental care, prescription drugs, eye glasses and hearing aids; provision by the Ontario Government of a pension

supplement, similar to the one given in British Columbia, so that pensioners eligible for federal old age security and guaranteed income assistance would receive a monthly minimum income of \$200; the setting-up of a special Commons committee to study increases in old age pensions and the guaranteed supplement. The report also urged unions to seek to have all union-negotiated pension plans under joint union-employer administration; and it proposed the vesting of pensions after five years service instead of after 10 and at age 40 instead of 45.

## MANITOBA

**The 19th annual Manitoba Federation of Labour convention** was held October 26 to 28 in Winnipeg, with 400 delegates and observers from 179 local unions, five labour councils and five joint councils attending.

**Manitoba Labour Minister A. R. Paulley told the convention that labour must take the lead in getting together with employers to**

**settle labour disputes without strikes.** The right to strike should be voluntarily suspended in labour's own interest in strikes that affect the economy, he suggested. There is an increasing tendency for workers to be blamed for troubles caused in strikes, he said, and there is only one solution to prevent this happening.

"Labour must take the lead to get together with employers to work out their own ways of settling disputes without strikes. It does not matter what procedures are adopted . . . All that matters is that it works," said Paulley.

"It is better for labour and management to work out the solution rather than have compulsory arbitration forced on them or have the strike banned outright. I ask you to remember that I am not advocating an end to the strike under any circumstances. I believe every worker has the right to strike . . . I am suggesting that, as the responsible leaders of organized labour in Manitoba, you are going to have to make a decision vital to you and the labour movement in this province," Paulley declared.





He was aware of a strong feeling by many North American labour leaders, including AFL/CIO President George Meany and William Mahoney, Canadian Director of the United Steelworkers, that there had to be a better way than strikes of settling labour disputes. The United Steelworkers in the United States have banned strikes in the steel industry, he said. Strikes that disrupt the economy and hurt innocent bystanders who are not involved have become too expensive a luxury.

H. L. (Len Stevens, Prairie region supervisor for the United Steelworkers of America, was re-elected Federation President for a fourth term. Other members of the new executive are: J. H. Wilford of the Canadian Food and Allied Workers; R. J. Henderson of the Canadian Union of Public Employees; William Iverson of the Bricklayers, Masons and Plasterers' International Union of America; and William Reske of the International Brotherhood of Electrical Workers.

## NEWFOUNDLAND

**Labour leaders at the 37th annual convention of the Newfoundland and Labrador Federation of Labour (NFL), held October 17 and 19 in Corner Brook, criticized the Newfoundland Government's proposed Public Service Collective Bargaining Act and called for its repeal.**

Opposition against the bill was led by representatives of the Canadian Union of Public Employees (CUPE). John McMillan, CUPE director, said he opposed a section

of the bill that gives the Newfoundland Cabinet the right to proclaim a state of emergency during a strike and order any group of public employees back to work if it believes the strike is injurious to the health or safety of the province's residents or to its security.

**McMillan told delegates that CUPE would defy the legislation if it becomes law because it denies freedom of collective bargaining to public servants.** He said 35 to 40 per cent of all hospital workers will be designated "essential" and will lose the right to strike. Predicting that in the event of a strike the Government would designate another 35 to 40 per cent as "essential," he asked what justice the remaining 25 to 30 per cent would get. Tom Mayo, CUPE Newfoundland representative, said the Act would make Newfoundland hospital workers second-class citizens and that the Act would be defied.

**Another section of the proposed Act that drew criticism at the convention would require a public employee union to hold a vote among its membership in the event of a new wage offer from government, regardless of size.** McMillan said this means that if in any dispute the employer offers one cent more or one extra paid holiday, then a secret ballot of the membership is needed. The negotiating committee would not have the power to say "no," he stated.

The convention delegates defeated a resolution moved by CUPE to condemn NFL President Art Kelly and the Canadian Labour Congress. The condemnation had been moved because of their disregard of the jurisdiction of CUPE and its contribution to the Canadian labour movement; it originated from the decision of the CLC to accept three provincial public service organizations—including the Newfoundland Association of Public Employees—as affiliates. CUPE had opposed the affiliation of the Newfoundland, Prince Edward Island and Alberta Public Service Organizations because it believed the CLC had granted it jurisdiction over provincial employees.

The CLC had postponed last June any decision to accept the applications from the three provincial unions, but had accepted them three months later. CUPE, the CLC's largest affiliate, with 182,000 members, had threatened withdrawal from the CLC if the provincial unions were accepted; but it has not yet done so.

The CUPE motion of condemnation mentioned NFL President Art Kelly because, in his capacity as a member of the CLC executive council, he had voted against the CUPE position on the affiliation of the provincial groups.

One resolution passed by the delegates called on the Newfoundland Government to require the Labour Relations Board to give due recognition to any illegal activity on the part of an employer by way of interfering with the selection or formation of a trade union. The motion called on the Government to allow for prosecution of employers where it is deemed necessary and to give automatic recognition to a union's application when the employer interferes.



Other resolutions passed include one asking for provincial legislation restricting overtime to eight hours a week; the extension of collective bargaining rights to part-time workers; amendments to the human rights code to clearly define the concept of equal pay for equal work; and the removal of legislative discrimination between group and other sickness or disability wage-loss indemnity plans.

## BRITISH COLUMBIA

The resignation of its secretary-treasurer and a resolution urging the Canadian Labour Congress to fight "vigorously" for autonomy for all Canadian locals of international unions were highlights of the 18th annual British Columbia Federation of Labour convention, October 29 to November 2 in Vancouver.

The resignation of Ray Haynes, Secretary-Treasurer of the Federation for the last eight years, occurred on the first day of the convention and came as a surprise to most of the 700 delegates. Haynes cited mental, physical and emotional exhaustion caused by his job as among the reasons for his resignation. He was succeeded by Len Guy, Federation Second Vice-President.

Citing his \$18,500 a year job as increasingly "demanding and exhausting, mentally, physically and emotionally," Haynes, 45, said he hopes to "scratch out enough of a living" as a Vancouver Island resort owner.



Ray Haynes

Len Guy

Len Guy, 50, President of Local 226 of the International Typographical Union since 1960, has been with the B.C. Federation as a vice-president or executive council member for the past 10 years.

The resolution calling for more Canadian union autonomy asked the CLC to take six steps to: **Guarantee Canadian control over Canadian finances, negotiations, terms of collective agreements and decisions on strike action; establish the right of affiliates to have Canadian conventions, elect all Canadian officers and decide all policy matters; ensure that no international union grants or revokes Canadian charters** against the wishes of the Canadian membership; **ensure that there are no obstacles placed in the way of the development of co-operative**

**working arrangements** considered necessary by the Canadian membership; **guarantee that mergers or affiliations that are necessary in Canada are not frustrated by international constitutions;** provide a constitutional structure establishing that Canadian sections of international unions would enjoy full functional autonomy while associating freely and equally with their American counterparts.

Other resolutions passed at the convention include one asking for a West Coast labour leader to be placed on the joint six-member labour-management advisory committee to the Unemployment Insurance Commission. The delegates also approved a resolution urging all Federation affiliates to adopt efforts to reduce hours of work to combat unemployment as a priority of collective bargaining.

# BOOK REVIEWS

## CHILD LABOUR A RESPECTABLE CRIME

**Sweatshops in the Sun (Child Labour on the Farm) by Ronald B. Taylor. Beacon Press, 1973, Boston. Published in Canada by Saunders of Toronto Limited.**

BY JOHN BANK

Nine-year-old Bobby Jordan awoke at five o'clock in the morning in Turner, Oregon. He put on his levis and a torn, red shirt and left to spend 10 hours picking raspberries in unshaded fields. In Findlay, Ohio, Odulia Limon, 10, had already begun her 10-hour day, picking tomatoes for a small grower who supplied the Campbell Soup Company. A French-Canadian family with six children had started another 11-hour day digging potatoes in Aroostock, Maine. The youngest child, Donna, aged 10, had received \$3 the day before, for her daily output of 10 barrels.

These youngsters are among 800,000 children—one quarter of the agricultural labour force of the United States—who work on farms, often in violation of the law. The author, who is a reporter for the **Fresno Bee**, has written about the California rural scene for two decades. Although his new book limits its scope to American agriculture, it also explodes the myths that are used to justify child labour in both Canada and the U.S.

Last August, a report from the Canada Department of Manpower and Immigration accused some southwestern Ontario fruit and vegetable growers of using immigrant child labour, and of forcing migrant workers to live in "indescribable squalor." The report declared that farmers are fattening their profits "on the sweat of little children." Responding to the report, Canadian Agriculture Minister Eugene Whelan said: "You never see a tool and die maker in

the city taking his kid to the factory and getting him to hold the blowtorch. But it's part of the farm heritage to put children to work—and Canadians would pay a hell of a lot more for their food if it wasn't."

Taylor writes of child labour, used to subsidize both grower and consumer, as a fact of farm life. What he says applies with equal force to the Mexican family unit in Ontario agriculture, or the Black migrant family in Florida.

"Children work in agriculture because of the need to supplement their parents' earnings, and because compulsory school attendance laws are not enforced. They also work, however, because their parents have no other place for them during their own work hours. A third factor is that some employers prefer children as workers."

Child labour on the farm is, of course, as dangerous and exploitive as the use of children in factories, coal mines and cotton mills nearly a century ago. But farmers tend to romanticize about child labour on the farm. The Council of California Growers wrote in poetic prose: "... many farm worker families consider it their right to take their own children with them ... (into) a shady orchard or vineyard, the fresh cool environment of a coastal lettuce field, or a lush tomato field on a summer day. Some of these families consider it a basic freedom to allow their children to learn at an early age whatever values there are in earning a living ..."

Eleanor Eaton, Rural Affairs Director of the American Friends Service Committee, challenged the value-of-money myth. "How does the migrant child learn the value



of work when he sees his parents and brothers and sisters work long hours, six days a week—or sit around the fields waiting for work—and still there are only beans for supper?”

Taylor's account of the death of a nine-year-old boy, whose lungs had been destroyed by pesticide poisoning, in a New Jersey tomato field provides reality therapy for the romantic. Jimmy Brooks died in the Philadelphia Children's Hospital of chemical pneumonitis, a lung disease caused by pesticides. Taylor goes to the heart of the controversy over the boy's death, cutting through cover-up reports by state officials, by interviewing the boy's father. The interview is typical of the way Taylor lets farm workers tell their own story.

“The airplane come over six times—four times from north to south. He (the pilot) was spraying a block of tomatoes, the wind was blowin' our way.” “By the time Jimmy got over to us, the pilot made two more passes right across the north end of the cucumber field, and we all had to duck down, you know?”

“Could you feel the spray? See it?”

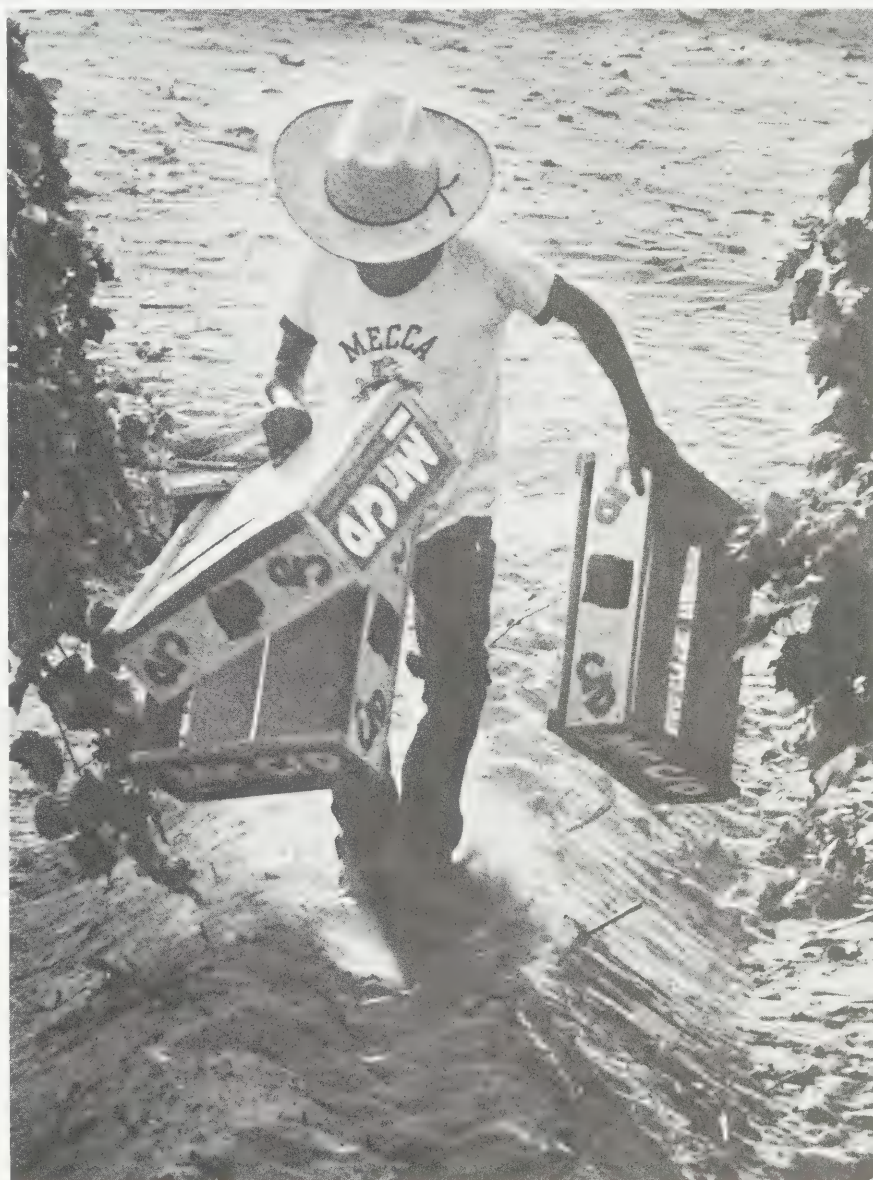
“Yeah, you could sure feel it and see it. Just like somebody throw up a bucket of water and it come down on you.” Ann, the 14-year-old daughter, had joined us at the table and had been listening. “We could see it, too; it was the colour of the milk there, but a bit more yellow. I'll show you what was in it.” She came back in and handed me a piece of paper on which the Philadelphia doctor had written three words: Malthion, Servin, and Maneb. These are common farm chemicals. Two are pesticides that attack the nervous system, and one is a fungicide.

With his customary disciplined, investigative reporting, Taylor interviewed many migrants—Mexican-Americans, poor whites, and Blacks—in fields and orchards across the U.S. The interviews have the same raw poetry as Oscar Lewis's books on the culture of poverty, and they include the testimony of experts: law enforcement officials, doctors, government agents, and educators.

In the state of California, there are only 12 State labour-law investigators to handle all criminal violations of labour-law including

child-labour violations. One of the investigators revealed his deep frustration at the impossible task. Even when an investigator discovered violations, and took the guilty employers to court, the fines were absurdly small. For example, an illegally employed teenager was pulled into an ice crusher and killed. His employer was given a \$30 fine. A labour contractor pleaded guilty to working 37 children in a garlic field, and he paid a \$65 fine.

Farmers were excluded from the provisions of the Fair Labor Stan-





dards Act, 1938, that outlawed child labour in industry in the U.S. An amendment to the Act in 1966 provided for some child labour restrictions in agriculture. Children were forbidden to be engaged in dangerous farm labour—like spraying pesticides and driving tractors—and they were not permitted to work on farms during school hours. But these laws are rarely enforced and hardly sufficient. A recent effort to pass the Agricultural Child Labor Act, H.R. 10499, proposed by Congressman James O'Hara of Michigan, has been defeated by the powerful agri-business lobby.

Violations of existing State and Federal laws against child labour on the farm are not taken seriously—it is a respectable crime. A California farmer said: "It don't hurt kids to pick a few peppers out there, or a few grapes. It's against the law, I realize; but hell, they been doin' it for years!"

Taylor's book probes other ironies of the system. By a cruel paradox, the farm workers and children who pick the fruit and vegetables that heap the tables of Americans and Canadians have little food for themselves. Doctors interviewed by Taylor attest to the fact of widespread malnutrition and disease among migrant farm-worker children. They have discovered serious cases of malnutrition, including evidence of growth retardation, rickets and marasmus. Doctors have even discovered early symptoms of kwashiorkor, a gross form of malnutrition normally found only in third-world countries. Yet farm workers are often denied participation in federally-funded welfare, food stamp, and school-lunch programs.



Taylor also interviews educators who point to the vicious circle of failure in the school system. Compassionate educators see the discrepancy between the billions of dollars given to farmers in direct subsidies and agricultural research, and the meager monies allotted to the education of migrant children.

As a native Californian, Taylor has written about Cesar Chavez since the charismatic Chicano leader began his movement to organize farm workers in the San Joaquin Valley in 1962. The author argues convincingly that the need for child labour is rooted in economics. He sees the contest between the farm workers and their employers as essentially "an economic power struggle"—one in which the farmers' economic and political power have prevailed up until now. But Taylor has seen the power of organized farm workers grow and begin to force changes

in agri-business that were improbable a decade ago. By ending his book on the topic of the building of a farm workers union, it appears that Taylor believes the end to child labour in agriculture will come when workers win wages sufficient to make child labour unnecessary.

In 1795, Thomas Carlyle wrote: "The great law of culture is: let each become all that he was created capable of being, expand if possible to his full growth, and show himself at length in his own shape and stature, be these what they may." Against the silhouette of a child stooped in a field, agri-business stands devoid of culture.

Rev. John Bank, a Roman Catholic priest, has been an organizer for the United Farm Workers (AFL-CIO) for more than five years, and is the Director of the Quebec grape and lettuce boycott.

# PRICE INDEXES

## CONSUMER, OCTOBER

**The consumer price index** for Canada (1961=100) **rose 0.3 per cent to 154.3 in October from 153.9 in September**, and was 8.7 per cent above the level for October 1972. Food prices declined 0.3 per cent, but the level of prices for all-items other than food advanced 0.6 per cent with the main contributors being an increase of 2.0 per cent in the clothing component and 0.3 per cent in the housing component. The health and personal care index rose 1.0 per cent and that for recreation, education and reading increased 0.4 per cent. Transportation prices advanced slightly, on average, 0.1 per cent and no change was recorded in the index for tobacco and alcohol.

**The food index declined 0.3 per cent to 169.7 in October** from 170.2 in September as the price level of food for home consumption declined 0.7 per cent, outweighing an advance of 2.1 per cent for food consumed away from home. The decline in the food at home component was attributable to lower prices for beef, pork, fresh fruit, beverages and some dairy products. The index for meat, poultry and fish declined 2.8 per cent—registering its first downward movement since last May. Retail price levels for beef and pork in October averaged more than 5 per cent lower than in September, contrasting with a 2.4 per cent rise in poultry prices. Since October 1972 the index for meat, poultry and fish increased more than 28 per cent. Poultry advanced

about 48 per cent, pork more than 28 per cent and beef almost 24 per cent. Between September and October, egg prices recorded their first decline since March, decreasing 2.3 per cent but were still retailing almost 50 per cent above the October 1972 level. Fresh fruit prices, which normally decline at this period, decreased 5.8 per cent; in contrast, fresh vegetable quotations rose 8.7 per cent. The index for dairy products declined 0.6 per cent because of reductions in fresh milk and powdered skim milk to which government subsidies are applicable. Prices for cereal and bakery products rose 3.1 per cent, continuing their advance of recent months. Margarine prices rose more than 8 per cent and increases were recorded also for shortening, salad oils and dressing.

Beverage prices decline—tea and soft drinks retailing at levels slightly below those of October 1972. Between October 1972 and October 1973, the food index advanced 16.8 per cent with the price of food consumed at home increasing 16.7 per cent and that for food away from home by 17.0 per cent.

**The housing index rose 0.3 per cent to 154.9** from 154.4 in September as a result of increases of 0.4 per cent in the shelter component and 0.2 per cent in the household operation component. Within shelter, the home-ownership element advanced 0.5 per cent, and rents rose 0.2 per cent. Among household operation items, fuel oil prices increased, on average, 0.6 per cent as increases were recorded in a number of Quebec, Ontario and British Columbia cities. Furniture prices advanced 0.4 per cent and the level of prices for floor coverings, linen and tableware also increased. The household supplies index advanced 0.7 per cent as most items surveyed registered increases. Between October 1972 and October 1973, the housing index advanced 6.7 per cent.

**The clothing index advanced 2.0 per cent to 142.3** from 139.5 in September, and was 5.9 per cent above its level of a year ago. Women's wear prices rose 3.6 per cent and men's wear 2.0 per cent, partly because of higher quotations for some items of outer wear

and partly because of the discontinuance of September sales of certain non-seasonal apparel. The children's wear index advanced 1.4 per cent, but was still 3.3 per cent below its level of a year ago. An increase of 0.5 per cent in the footwear index was attributable to higher quotations for men's, women's and children's shoes. The piece goods index rose 0.3 per cent.

**The transportation index advanced 0.1 per cent to 139.7** from 139.6 as an advance in the private transportation component outweighed a decline in the public transportation element. A rise in gasoline prices amounting on average to 0.7 per cent, was mainly responsible for an increase of 0.2 per cent in private transportation. Motor oil prices also advanced in some locations. The public transportation component declined 0.5 per cent as a downward movement in the train fares index outweighed some higher inter-city bus fares. The transportation index was 4.2 per cent higher than a year ago.

**The health and personal care index advanced 1.0 per cent to 159.3** from 157.8 in September because of higher prices for dental care in most cities surveyed. It was 5.4 per cent above its level of a year ago. Pharmaceutical prices rose 0.3 per cent as increases were recorded in prescribed and non-prescribed medicines. In the personal care category, prices of toiletry items advanced, on average, 0.2 per cent.

**The recreation, education and reading index rose 0.4 per cent to 147.8** from 147.2 in September as increases were recorded in all major components. The index for education rose 1.5 per cent in response to higher driving lesson fees in several cities; an increase of 0.9 per cent in the reading element resulted from increased newspaper subscription rates in Winnipeg; and the recreation component rose 0.1 per cent. In the twelve months ending October 1973, the recreation, education and reading index rose 5.3 per cent. In October 1973, the tobacco and alcohol index was unchanged from its September level of 136.6 and was 2.8 per cent above its level of October 1972.

Consumer price movements, reclassified by goods and services, offer another view of the incidence of price change. Between September and October, the total goods index advanced 0.3 per cent, with the main impetus coming from semi-durable goods that rose 1.8 per cent mainly because of higher clothing prices. The index for durable goods increased slightly, 0.1 per cent, mainly because of higher furniture quotations. The component for non-durable goods declined 0.1 per cent as lower food at home prices offset increases for most other non-durable items. The services index rose 0.4 per cent as increases in the shelter, health and recreation elements outweighed a decrease in transportation services. In the twelve months to October 1973, the total goods index advanced 10.7 per cent and that for services 6.4 per cent.



**CITY CONSUMER, SEPTEMBER**

Between August and September, **consumer price indexes rose in all regional cities and city-combinations.** Increases ranged from 0.1 per cent in Montreal to 1.4 per cent in Thunder Bay. Food indexes advanced in all cities except Montreal and Quebec, reflecting higher prices for meat, poultry, dairy products, bakery and cereal products, eggs and food eaten away from home; fresh produce items were lower in price in all cities. Housing components rose in all cities mainly because of increased tenancy and home-ownership costs and higher prices for furniture, appliances and household supplies. Clothing increased in all cities because of higher prices for footwear, men's and women's outer wear, and increased charges for laundry, dry cleaning and shoe repairs. Transportation rose in all cities, reflecting higher prices for gasoline and automobile repairs. The remaining components registered mixed movements.

Regional consumer price index point changes between August and September were, on the base 1961=100: Vancouver +1.8 to 144.4; St. John's +1.7 to 144.8; Saint John +1.7 to 144.4; Edmonton-Calgary +1.5 to 145.0; Winnipeg +1.4 to 145.2; Halifax +1.2 to 143.4; Saskatoon-Regina +1.1 to 138.9; Ottawa +.6 to 149.5; Toronto +.6 to 146.8; Montreal +.2 to 142.8. On the base 1969=100: Thunder Bay +1.6 to 119.2; Quebec City +.3 to 117.1

**WHOLESALE, SEPTEMBER**

The general wholesale price index declined to 400.0 in September, 0.7 per cent below the August figure of 402.7 (revised), but 27.4 per cent higher than the September 1972 level. Four of the eight major group indexes were lower, and four advanced.

The animal products group index declined 4.9 per cent on price decreases for animal oils and fats, fresh and cured meats, hides and

skins, and livestock. The vegetable products group index fell 1.2 per cent on lower prices for potatoes, vegetable oil and its products, onions, and milled cereal foods. Textile prices rose 5.1 per cent with increases recorded for raw cotton, cotton yarns, miscellaneous cotton products, cotton fabrics and worsted yarns. An advanced of 1.1 per cent in the non-metallic minerals products group index reflected price increases for asbestos, asphalt, coke and plaster.

Since September 1972 the following advances were recorded by the major group indexes: vegetable products 63.0 per cent; animal products 30.8 per cent; textile products 25.4 per cent; non-ferrous metals 24.5 per cent; wood products 14.4 per cent; iron products 11.3 per cent; non-metallic minerals 9.9 per cent; chemical products 7.3 per cent.

# LEGAL DECISIONS

## Release on Pension not Arbitrable

(Bell Canada v. Office and Professional Employees' International Union, Local 131, Supreme Court of Canada, May 30, 1973, CLLC, 14, 170)

On December 31, 1970, a Bell Canada employee lodged a grievance under Article 8 of the company's collective agreement with his union, claiming that he had been **dismissed without sufficient and reasonable cause**. Article 8 limits the company's power to dismiss or suspend by stipulating that it be "for sufficient and reasonable cause". In reply to the grievance **the company contended that the employee had not been dismissed but had been retired under its pension plan**.

Although the employee had been retired on April 10, 1970, he did not file his grievance until December 31, 1970. At the hearing before the Arbitrator, the Company argued that the matter was not arbitrable—**but the Arbitrator ruled that the retirement was a form of dismissal** covered by article 8 of the collective agreement and was therefore arbitrable. Bell Canada then appealed to the Ontario High Court and Ontario Court of Appeal, but the arbitrator's decision was upheld at both levels.

The issue in the appeal was whether Bell Canada, having retired one of its employees in accordance with the provisions of its

pension plan, must go to arbitration on a grievance that described the employee's retirement as dismissal.

Mr. Justice Judson with whom Martland, Ritchie and Spence, J. J., concurred said that:

Article 8 of the collective agreement reads that "the Company may dismiss or suspend an employee for sufficient and reasonable cause," which cannot possibly be read as "dismiss, or suspend, or retire on pension." There is a distinction, and **until the words, "retire on pension" appear in article 8 of the collective agreement, there can be no basis for the arbitrator's decision. Dismissal, suspension and retirement on pension are three different and distinct concepts.**

**The arbitrator's decision was quashed** on grounds that under article 15 (3) of the collective agreement, he had no power "to alter or change any of the provisions of the agreement, or to substitute any new provisions for any existing provisions thereof, or to add any new provisions, and in reaching his decision he was bound by the terms and provisions of the agreement."

In finding that the employee was dismissed the arbitrator erred in law and his decision was made without jurisdiction under the collective agreement.

## STATUS OF INDIAN WOMAN MARRIED TO NON-INDIAN DISPUTED

The Attorney General of Canada/Jeanette Vivian Corbiere Lavell, Supreme Court of Canada, August 27, 1973 (from the Transcript of the Court).

The Supreme Court of Canada, in a five-to-four decision handed down on August 27, 1973, declared that an Indian woman registered under the Indian Act relinquished her status as an Indian under Section 12(1)(b) of the Indian Act when she elected to marry a non-Indian.

The respondent, Mrs. Lavell, contended that s.12(1)(b) of the Indian Act, R.S.C. 1970, Chapters 1-6, was inoperative by virtue of S.1(b) of the Canadian Bill of Rights, 1960 (Can.) c.44, since it denied her equality before the law. Under s.12(1)(b) of the Indian Act, a woman who marries a person who is not an Indian is not entitled to be registered unless she is subsequently the wife or widow of a person who is entitled to be registered under s.11(1)(f) of the said Act.

Speaking for the majority, Mr. Justice Ritchie of the Supreme Court of Canada said that, in his view, there could not be any doubt that whatever may have been achieved by the Bill of Rights, it was not effective to amend or in any way alter the terms of the British North America Act and it was clear from the third recital in the preamble that the Bill of Rights was intended to "reflect the respect of Parliament for its constitutional authority" so that wherever any question arises as to the effect of any of the provisions of the Bill, it was to be resolved within the framework of the B.N.A. Act. It follows, said Mr. Justice Ritchie, that the effect of the Bill of Rights on the Indian Act could only be considered in light of the provisions

of s.91(24) of the B.N.A. Act, whereby the subject of "Indians and lands reserved for Indians" was assigned exclusively to the legislative authority of the Parliament of Canada.

Section 6 of chapter 6 of the Statutes of Canada, said Mr. Justice Ritchie, was first introduced in 1869, and it provides:

"That any Indian woman marrying any other than an Indian shall cease to be an Indian within the meaning of the Act, nor shall the children issue of such marriage be considered as Indians within the meaning of the Act. Provided also, that any Indian woman marrying an Indian of another tribe, band or body shall cease to be a member of the tribe, band or body to which she formerly belonged and become a member of the tribe, band or body of which her husband is a member, and the children issue of the marriage shall belong to their father's tribe only."

In differentiating this case with the Drybones case (*The Queen v. Drybones*, (1970, S.C.R. 282), Mr. Justice Ritchie said that the Court held that in Drybones the issue could not have been construed and applied without exposing Indians as a racial group to a penalty in respect of conduct as to which the Parliament of Canada had imposed no sanctions on other Canadians who were subject to Canadian laws regulating their conduct.

In that case, he said, the Court held also that the provisions of Section 94(b), as it then was, could not be enforced without bringing about inequality between one group of citizens and another and that the inequality was occasioned by reason of the race of the accused.

It was his opinion in the Drybones case, an individual was denied equality before the law when it was made an offence punishable at law on account of his race for him to do something which his fellow Canadians were free to do without having committed any offence or having been made subject to any penalty.

But in the Lavell case, he had difficulty in understanding how it could be construed that any sections of the Indian Act, except s.94(b), were inoperative by the Bill of Rights. In his opinion, the Drybones case had no relevancy to the Lavell case, since it was in no way concerned with the internal regulation of the lives of Indians on reserves or their right to the use and benefit of Crown lands thereon, but rather deals exclusively with the effect of the Bill of Rights on a section of the Indian Act creating a crime with attendant penalties for the conduct by Indians off a reserve in an area where non-Indians, who were also governed by federal law, were not subject to any such restriction.

It was his opinion that the fundamental distinction between the Lavell case and that of Drybones is that the impugned section in the Drybones case could not be enforced without denying to a racial group equality of treatment in the administration and enforcement of the law before the ordinary courts of the land, whereas no such inequality of treatment between Indian men and women flows as a necessary result of the application of s.12(1)(b) of the Indian Act. The Bill of Rights therefore was not effective to render inoperative legislation, such as s.12(1)(b) of the Indian Act, passed by the Parliament of Canada in discharge of its constitutional function under S.91(24) of the B.N.A. Act to specify how and by whom Crown lands reserved for Indians were to be used.

In dissenting, Mr. Justice Laskin, who spoke for Justices Hall and Spence, said that, unless the Court was to depart from the principles of the Canadian Bill of Rights as laid down by the said Court in *Regina v. Drybones*, the appeal should be dismissed. He had no disposition to reject what was decided in Drybones; and on the issue of prohibited discrimination as catalogued in s.1 of the Canadian Bill of Rights, it was, in his opinion, impossible to distinguish Drybones from the case before the Court. If, as in Drybones, discrimination by reason of race makes certain statutory provisions inoperative, the same result should follow as to statutory provisions that exhibit discrimination by reason of sex.

The issue focus on s.12(1)(b) of the Indian Act, which was held by the Federal Court of Appeal to be inoperative, since it disentitled a woman to register as an Indian if she marries a non-Indian.

In the Drybones case the gist of the judgment laid in the legal disability imposed upon a person by reason of his race when other persons were under no similar restraint. If, for the words "on account of race," were substituted the words "on account of sex" the result should surely be the same where a federal enactment imposes disabilities or prescribes disqualifications for members of the female sex that are not imposed upon members of the male sex in the same circumstances.

To say that a differentiation on the basis of sex was not offensive to the Canadian Bill of Rights where that differentiation operates only among Indians under the Indian Act was one that compounds racial inequality even beyond the



point that the Drybones case found unacceptable. In any event, taking the Indian Act as it stands, as a law of Canada whose various provisions fall to be assessed under the Canadian Bill of Rights, that laws of Canada should operate without discrimination by reason of sex, could be ignored in the operation of the Indian Act. Section 12(1)(b) effects a statutory excommunication of Indian women from this society but not Indian men.

Mr. Justice Abbott also wrote his dissenting views in which he agreed with Mr. Justice Laskin that the appeal should have been dismissed.

#### DISPUTE OVER FLEXIBLE WORKING ARRANGEMENT

(Northern Electric Co-Ltd. v. United Automobile, Aerospace and Agricultural Implement Workers' Union, Local 1535, Ontario High Court, July 14, 1972, CLLC 14, 154)

The employees, who were represented by three unions, were interested in having an extended vacation at Christmas, 1970, pursuant to which the employer and unions entered into an agreement in writing whereby the employees would work on certain days that were set aside to make up for the time that they would lose by reason of the extended vacation.

The agreement was made in September 1970, and on November 3, one of the unions went on a legal strike. The employer thereupon

gave notice to the other two unions to the effect that November 7, which was one of the dates that had been set out in the agreement as the day on which they should work, should now be disregarded.

A grievance was filed by the two unions in which they claimed that the company had violated Article 10 of the collective agreement, and they asked that all employees who were scheduled to work on Saturday November 7 should receive full pay and all other benefits to which they would have been entitled had they worked on that date. On submission to arbitration, the union's position was upheld.

In quashing the award, Mr. Justice Grant said that it was apparent that the Arbitrator, purportedly acting under Article 10 of the agreement, regarded the action of the employer as layoff. Ordinarily, one finds in this type of agreement a definition of the word, "layoff" but there was no definition in the agreement in question. Consequently, one must look at the facts surrounding the case to ascertain **whether or not it was an actual layoff**. It was the court's opinion that the arbitrator erred as a matter of law in finding that the situation that had developed and the action on the part of the employer in giving the notice it did on November 3 amounted to layoff.

The fact that the employer did not permit all the employees to go back to work on November 7 was not a matter of its own choice, nor was it brought about by any lack

of work in the plant at the time, but simply by reason of the fact that the one group had gone on strike.

The agreement must be read in the understanding that all parties assumed that the article would not be operative if such a situation should develop. It was an implied agreement that the provisions of the particular article may be observed by the employer only in the situation therein set out, which refers to reduction in the work force.

The Arbitrator also erred in law on the face of the award when he failed to take into consideration that the four-party agreement referred to involved liability on the part of the three unions and their employees, i.e., it amounted to a joint promise on the part of all of them, and because of the strike on the part of the one group the employer was thereby excused from compliance with Article 10.2 of the agreement. It was a justifiable reason for not having complied with the article because of the circumstances that arose.

Further, the arbitrator erred in allowing a full day's pay to each employee who would have been employed on that day but for the notice of the employer. The arbitrator was entitled to award only damages which he had failed to take into consideration, and there was no evidence whatsoever upon which he would be justified in allowing a full day's pay as damages.

**Legislative Research Branch  
Cases Reported by William B. Sims**

# DECISIONS OF THE UMPIRE

The claimant, after a work stoppage that occurred at his work premises on May 13, 1972, suffered an accident requiring hospitalization and surgery, and was incapable of taking other employment, either full- or part-time, while the stoppage of work continued at the plant. He said he had to refuse part-time employment because of his injury and contends that he should be granted benefit from the date of his injury.

In his decision, the Umpire said: "I have some sympathy for this claimant. His misfortune in being deprived of employment and earnings because of the labour dispute and work stoppage was

not of his doing. Then his injury occurred.

"I appreciate the claimant wants not my sympathy, but a declaration he is entitled to benefit under the Act. In my view, for the reasons, given in the appeal of L . . . . C . . . ., the claimant became disentitled to benefit by reason of Section 44. The subsequent injury and his becoming incapable of work do not, in my opinion, remove the disentitlement and bring him within Section 25.

"Section 54 of the Act is quite clear and leaves no discretion to insurance officers, Boards of Referees or Umpires: '54. No person is

entitled to any benefit under this Act until he proves that (a) he is qualified to receive benefit (b) he meets the requirements entitling him to receive benefit, and (c) no circumstances or conditions exist that have the effect of disentitling or disqualifying him from receiving benefit.'

"Here the labour dispute and stoppage of work bring into play paragraph (c). Those were circumstances or conditions existing at the time of his injury which disentitled him from receiving benefit. A substantially similar situation arose in CUB 3188 and Umpire Gibson came to the same conclusion."

# GENERAL TOPICS

## EMPLOYMENT, OCTOBER

**Seasonally adjusted, the level of employment was estimated at 8,820,000 in October**, an advance of 74,000 from September, and unemployment at 539,000 declined by 22,000. **The adjusted unemployment rate was 5.8 per cent** compared with 6 per cent in September. **Estimated employment increased to 8,880,000 from 8,800,000 in September** and unemployment increased to 429,000 from 421,000. In October 1972, employment was 8,400,000 and unemployment 483,000. The total workforce in October was estimated at 9,310,000 compared with 9,220,000 in September and 8,880,000 in October 1972. The adjusted unemployment rate rose in the Atlantic region, and declined in Quebec, British Columbia, and the Prairie region. In the Atlantic provinces, the rate was 9.7 per cent compared with 8.7 per cent in September. In Quebec, the rate

decreased to 7.2 per cent from 7.9 per cent; in Ontario it was unchanged at 4.7 per cent; in British Columbia it declined to 6.1 per cent from 6.3 per cent, and in the Prairies the rate declined to 3.7 per cent from 4 per cent. The seasonally adjusted participation rate—the percentage of the population counted in the workforce—increased to 57.6 per cent in October from 57.3 in September. The increase was mostly among men 25 years of age and over, in Ontario and British Columbia.

## U.S. EMPLOYMENT

Unemployment in the United States declined 4.5 per cent in October, the lowest level in three and a half years. The reduction in the number of unemployed workers resulted from an increase of 570,000 in the number of available jobs, to a total of 85.7 million. Of the increase in jobholders, 305,000 represented additional workers in business and government establishments and, of these, 105,000 were additional employees in manufacturing industries.

The total number of people who were out of work and actively looking for work in October, was 4.1 million, a decline of 210,000 from September. Unemployment declined less than the number of workers rose because there was, as usual, an increase in the number of persons seeking jobs. This increase amounted to 400,000 in October.

## JANUARY CREDITS

**Photos.** NFB: Cover, p. 5, 19, 51, 52. André Larose: p. 5. Richard G. Proctor, Edmonton: p. 6. Australian Information Service Photograph: p. 14. Public Archives of Canada: p. 16. Murray MacGowan Photographer, Ottawa: p. 32, 34, 35. AFL-CIO News: p. 38. Thomas Studio, Ottawa: p. 38. Famous Studios, Toronto: p. 45. Stanley Studios, Montreal: p. 54. Pacific Tribune: p. 59. Jim Edwards: p. 61. Prudence Hodson/Jim Quinn: p. 62.



# CONCILIATION

During October the Minister of Labour appointed conciliation officers to deal with the following disputes:

Nordair Limited, Dorval, Qué., and Canadian Air Line Dispatchers Association (representing a unit of employees classified as dispatchers and assistant dispatchers) (Conciliation Officer: R. N. Gray).

Air Canada and Canadian Air Line Employees' Association (representing a unit of sales employees) (Conciliation Officer: G. R. Doucet).

Eastern Transport Limited, Truro, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 505 (Conciliation Officer: R. L. Kervin).

National Harbours Board, Saint John, N.B., and Public Service Alliance of Canada (representing the National Harbours Board Police Association Group) (Conciliation Officer: C. A. Ogden).

McFalls Cartage Limited, London, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 141 (Conciliation Officer: H. A. Fisher).

John Klippenstein, Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of highway drivers) (Conciliation Officer: A. E. Koppel).

Doug Ferguson, Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of highway drivers) (Conciliation Officer: A. E. Koppel).

Arno Kroeker, Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of highway drivers) (Conciliation Officer: A. E. Koppel).

Laurentian Pilotage Authority, Montréal, Qué., and Public Service Alliance of Canada (Conciliation Officer: J. J. de Gaspé Loranger).

St. Charles Transportation Company Ltd., Qué., Québec and Canadian Marine Officers Union (Conciliation Officer: S. T. Payne).

**Settlements by conciliation officers.** Northwest Airlines Inc., Winnipeg, Man., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of transportation and ticket sales agents) (Conciliation Officer: H. A. Fisher) (LG, Nov., p. 770).

Maple Leaf Mills Limited, St. Boniface, Man., and Canadian Food and Allied Workers, Local 534 (Conciliation Officer: H. A. Fisher; reassigned to A. E. Koppel) (LG, Nov., p. 770).

Ogilvie Flour Mills Company Limited, Winnipeg, Man., and Canadian Food and Allied Workers, Local 520 (Conciliation Officer: H. A. Fisher; reassigned to A. E. Koppel) (LG, Nov., p. 770).

British Yukon Navigation Company Limited, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers, Local 400 (Conciliation Officer: G. W. Rogers; reassigned to D. S. Tysoe) (LG, Aug., p. 559).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officer: A. A. Franklin) (LG, July, p. 493).

**Dispute in which no further conciliatory action taken under Canada Labour Code (Part V—Industrial Relations).**

Victoria Cablevision Limited, Victoria, B.C., and International Brotherhood of Electrical Workers, Local 230 (representing a unit of clerical employees) (Conciliation Officer: R. F. Langford) (LG, Nov., p. 770).

**Disputes settled following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).**

Victoria Cablevision Limited, Victoria, B.C., and International Brotherhood of Electrical Workers, Local 230 (representing a unit of clerical employees) (Conciliation Officer: R. F. Langford) (LG, see above).

Midland Superior Express Limited, Calgary, Alta., and General Truck Drivers Union, Local 938 (representing a unit of employees classified as P & D owner-operator working in and out of the company's Toronto terminal) (Conciliation Officer: H. A. Fisher) (LG, Dec., p. 830).

**Legal strike following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).**

Grimshaw Trucking and Distributing Ltd., Edmonton, Alta., and General Teamsters, Local 362 (strike commenced October 1, 1973 and terminated October 9, 1973) (LG, Dec., p. 830).

**Conciliation commissioner appointments.** Canadian National Hotels Limited (Fort Garry Hotel), Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Commissioner: J. S. Gunn) (LG, Dec., p. 830).

Rio Algom Mines Limited (Nordic Section and Quirke Section), Elliot Lake, Ont., and United Steelworkers of America (representing a unit of office and technical workers) (Conciliation Commissioner: Thomas C. O'Connor) (LG, Dec., p. 830).

National Harbours Board and National Harbours Board Police Brotherhood, Port of Montreal (Conciliation Commissioner: R. Tremblay) (LG, Dec., p. 830).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC) (Conciliation Commissioner: Professor Donald Fraser) (LG, Sept., p. 621).

Atomic Energy of Canada Limited (Power Projects), Sheridan Park, Ont., and The Sheridan Park Atomic Energy Draftsmen, Local 1645 (CLC) (Conciliation Commissioner: Professor Donald Fraser) (LG, Sept., p. 621).

**Conciliation commissioner report received.** Canadian Broadcasting Corporation and the Canadian Wire Service Guild, Local 213, The American Newspaper Guild (Conciliation Commissioner: R. G. Geddes) (LG, Nov., p. 771).

**Settlements reached at conciliation commissioner stage.** Pacific Western Trucking Division, Edmonton, Alta., and General Teamsters, Local 362.

National Harbours Board and National Harbours Board Police Brotherhood, Port of Montreal (Chief Conciliation Officer G. R. Doucet provided assistance to the parties to reach a settlement in this dispute (see above).

**Conciliation board established.** Great Lakes Pilotage Authority Ltd., Cornwall, Ont., and the Corporation of Professional Great Lakes Pilots (representing a unit of Canadian licensed ships' pilots) (LG, Dec., p. 829).

**Conciliation boards fully constituted.** The Conciliation Board established to deal with a dispute between Air Canada, Montréal, Qué., and Canadian Air Line Flight Attendants Association (LG, Dec., p. 829) was fully constituted with the appointment of Stanley H. Hartt of Montréal as chairman. Mr. Hartt was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee E. W. Greenslade, Ottawa, and union nominee Huguette Plamondon, Montréal.

The Conciliation Board established to deal with a dispute between Alberta Wheat Pool, Vancouver, B.C., and Grain Workers Union Local 333, International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (representing a unit of office employees) (LG, Dec., p. 830) was fully constituted with the appointment of Prof. Joseph C. Smith of Vancouver as chairman. Professor Smith was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee R. A. Mahoney, and union nominee John W. Campbell, both of Vancouver.

**Conciliation board reports received.** Bunge of Canada Limited, Québec, Qué., and International Longshoremen's Association, Local 1739 (LG, Nov., p. 771).

Alaska Trainship Corporation, New Westminster, B.C., and Canadian Merchant Service Guild (LG, Oct., p. 697). (Full text appears in Supplement No. 3, 1973).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Halifax, N.S., and International Longshoremen's Association, Local 269 (LG, Oct., p. 697). (Full text appears in Supplement No. 3, 1973).

**Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations).** Bunge of Canada Limited, Québec, Qué., and International Longshoremen's Association, Local 1739 (Mediator: C. E. Poirier) (see above).

Aqua Transportation Limited, Vancouver, B.C., and Canadian Merchant Service Guild (Mediator: D. S. Tysoe) (LG, Nov., p. 771).

Aqua Transportation Limited, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Seamen's Section), Local 400 (Mediator: D. S. Tysoe) (LG, Nov., p. 771).

**Strike action following the appointment of a mediator under Section 195.** Bunge of Canada Limited, Québec, Qué., and International Longshoremen's Association, Local 1739 (strike commenced October 26, 1973 and terminated October 31, 1973 with the mediation assistance of C. E. Poirier assisted by M. Archambault).

# RAILWAY ARBITRATION

Three cases were heard in October by the Railway Office of Arbitration. One grievance was allowed and two were dismissed.

**Case No. 421.** Dispute between the Canadian National Railway Company and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over hourly wage rates for employees who direct traffic.

The union objected that employees directing traffic were being paid at the stower's rate of \$3.34 an hour. It suggested that the company pay them at a wage equal to that of checkers. The company had offered to classify the position as traffic attendant with a wage scale equal to that of a labourer.

According to the company, a checker normally operates as a "leading hand," directing the stowers and truckers as they remove freight. The union objected

to this description, and although the arbitrator agreed that it was not an accurate one, he did concede that a checker does have certain supervisory functions that entail more responsibility than stowers and loaders. But he could not see why an employee directing traffic should be entitled to the same payment as that of a checker. The grievance was therefore dismissed.



**Case No. 422.** Dispute between the Canadian National Railway Company and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over whether an employee was entitled to displacement ("bumping") rights.

This case tied directly in with a decision made in Case No. 403 on the employment status of the grievor. At that time, it was decided that the grievor was improperly denied a job and that his grievance should succeed. In the normal course of events, an award would have been made as though the grievor had been appointed to the job and compensated for loss of earnings and other benefits. In Case No. 403 that type of award was not made because the job to which the grievor had been entitled was abolished by the company, and another one, for which he was not qualified, substituted for it.

The company considered that the grievor did not have displacement rights because he had not been actually assigned to the position in question, and so it was not his position when it was abolished. But the reason it was not his position was that the company had wrongfully kept it from him.

In the arbitrator's opinion, the grievor, by reason of his success in Case No. 403, was entitled to compensation and other benefits of the position to which he ought to have been appointed. The benefits included displacement rights, and the grievance was therefore successful.

**Case No. 423.** Ex parte dispute between the Canadian Pacific Limited (CP Rail) and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over a position that was abolished without the required notice.

When the position of terminal passenger supervisor was abolished, three persons working in

that ticket office were also affected and were transferred to other jobs. The union alleged that this was an organizational change of a permanent nature and that the company violated the Job Security Agreement in not giving the specified notice.

In examining the evidence, the arbitrator came to the conclusion that it was a clear case of a reduction in passenger traffic, necessitating a change in the company's staffing requirements. To his way of thinking it was not a violation of the agreement covering cases where the company was putting into effect a technological, operational or organizational change of a permanent nature that would have adverse effects on the employees. In the present case the abolishing of the position was caused solely by the fluctuation of traffic and resulted in what must be described as a normal reassignment of duties. For this reason the grievance was dismissed.

# PUBLICATIONS IN THE LIBRARY

## LIST NO. 297

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

## ARBITRATION, INDUSTRIAL— COMPULSORY

**1. Clark, R. Theodore.** Compulsory arbitration in public employment. Chicago, Public Personnel Association [1972] 76 p.

## BLUE COLLAR WORKERS

**2. Howe, Irving, comp.** The world of the blue-collar worker. Edited with an introd. by Irving Howe. [New York] Quadrangle Books [1972] 316 p.

**3. Robinson, Terry.** Staff status for manual workers. London, Kogan Page (Associates) [c1972] 116 p.

## CANADA—FOREIGN RELATIONS. U.S.

**4. The influence of the United States on Canadian development:** eleven case studies [by] Irving M. Abella [and others]. Edited by Richard A. Preston. Durham, N.C., Duke University Press, 1972. 269 p.

## CIVIL SERVICE

**5. Shafritz, Jay M.** Positive classification: a behavioral analysis for the public service. New York, Praeger Publishers [1973] 133 p.

## COLLECTIVE AGREEMENTS

**6. Fritz, Richard J.** Alternate language for public-sector labor contracts [by] Richard J. Fritz [and] Conrad W. Kreger. Chicago, Public Personnel Association [1972] 57 p.

## COLLECTIVE BARGAINING

**7. Levinson, Harold Myer.** Collective bargaining by public employees in Sweden. Ann Arbor, Institute of Labor and Industrial Relations, University of Michigan-Wayne State University, 1972. 98 p.

## CORPORATIONS

**8. Drucker, Peter Ferdinand.** Concept of the corporation. 1972 ed. with a new pref. and new epilogue by the author. [Rev. ed.] New York, John Day Co. [1972] 319 p.

## DISCIPLINE

**9. Saso, Carmen D.** Disciplinary policies and practices [by] Carmen D. Saso [and] Earl P. Tanis. Chicago, International Personnel Management Association [1973] 49 p.

## ECONOMICS

**10. Elliott, John E.** Comparative economic systems. With the collaboration of Robert W. Campbell. Englewood Cliffs, N.J., Prentice-Hall [1973] 540 p.

**11. Gill, Richard Thomas.** Economics and the public interest. 2d ed. Pacific Palisades, Calif., Goodyear Publishing Co. [1972] 305 p.

**12. Phillips, Paul Arthur.** Macroeconomics and the Canadian economy [by] Paul Phillips [and] James Seldon. Toronto, D.C. Heath Canada Ltd. [c1973] 180 p.

## EMPLOYERS' ASSOCIATIONS

**13. Great Britain. Commission on Industrial Relations.** Employers' organizations and industrial relations. London, HMSO, 1972. 74 p.

## GRIEVANCE PROCEDURES

**14. Zeidler, Frank P.** Grievance arbitration in the public sector. Chicago, Public Personnel Association [1972] 31 p.

## **GUARANTEED ANNUAL INCOME**

**15. Guaranteed annual income:** an integrated approach; background papers and proceedings of the Nuffield Canadian Seminar held at Ste-Adèle, Québec, April 12-14, 1972, organized by the Canadian Council on Social Development. [Ottawa, Canadian Council on Social Development, 1973] 333 p.

## **INDUSTRIAL DISPUTES**

**16. Iremonger, John, ed.** Strikes; studies in twentieth century Australian social history. Edited by John Iremonger, John Merritt and Graeme Osborne. [Sydney, Australia] Angus and Robertson [1973] 270 p.

**17. [National Conference on Public Administration, New York, 1972]** Managing governments' labor relations. [Edited by Chester A. Newland] Washington, Manpower Press [distributed by] Consortium Press [1973] 63 p.

## **INDUSTRIAL RELATIONS**

**18. Malles, Paul.** The institutions of industrial relations in continental Europe. [Ottawa, Canada Dept. of Labour, 1973] 214 p.

**19. Spero, Sterling Denhard.** The urban community and its unionized bureaucracies; pressure politics in local government labor relations [by] Sterling D. Spero [and] John M. Capozzola. New York, Dunellen [1973] 361 p.

**20. Tremblay, Louis-Marie.** Relations industrielles. [Montréal] La Librairie de l'Université de Montréal [1972] 334 p.

## **INDUSTRY—SOCIAL ASPECTS**

**21. Chamberlain, Neil W.** The place of business in America's future; a study in social values. New York, Basic Books [1973] 338 p.

## **INFLATION**

**22. Great Britain. Chancellor of the Exchequer.** A programme for controlling inflation: the first stage. London, HMSO, 1972 [i.e. 1973] 6 p.

## **INVESTMENTS, FOREIGN**

**23. Rotstein, Abraham.** The precarious homestead; essays on economics, technology and nationalism. Toronto, New Press, 1973. 331 p.

## **LABOUR COURTS**

**24. Rideout, Roger W.** The practice and procedure of the National Industrial Relations Court. London, Sweet & Maxwell, 1973. 94 p.

## **LABOUR ECONOMICS**

**25. Mabry, Bevars DuPre.** Economics of manpower and the labor market. New York, Intext Educational Publishers [1973] 682 p.

**26. Miernyk, William H.** The economics of labor and collective bargaining. 2d ed. Lexington, Mass., Heath [1973] 531 p.

## **LABOUR LAWS AND LEGISLATION**

**27. Rideout, Roger W.** Principles of labour law. London, Sweet and Maxwell, 1972. 422 p.

**28. U.S. Department of Labor. Division of Employment Standards.** Federal labor laws and programs, a layman's guide. Rev. September 1971. Washington [GPO, 1972] 254 p.

## **LABOUR ORGANIZATION**

**29. Capitalism and the national question in Canada,** edited by Gary Teeple. [Toronto] University of Toronto Press [1972] 256 p.

**30. Dubofsky, Melvyn, comp.** American labor since the New Deal. Edited with an introduction by Melvyn Dubofsky. Chicago, Quadrangle Books [1971] 322 p.

**31. Ferris, Paul.** The new militants: crisis in the trade unions. [Harmondsworth, Eng.] Penguin Books [1972] 112 p.

**32. France. Direction de la documentation.** Le syndicalisme en Europe de l'est [par Thomas Schreiber, avec la collaboration de Georges H. Mond et autres. Paris, 1972] 116 p.

**33. Jackson, Louis.** Winnipeg NLRB elections; management's strategy and preventive programs [by] Louis Jackson [and] Robert Lewis. New York, Practising Law Institute [1972] 357 p.

**34. Lens, Sidney.** The labor wars: from the Molly Maguires to the sitdowns. Garden City, N.Y., Doubleday [1973] 366 p.

## **LABOUR TURNOVER**

**35. Peskin, Dean B.** The doomsday job; the behavioral anatomy of turnover. New York, AMACOM [1973] 162 p.



## LABOUR UNIONS

**36. Gammage, Allen Z.** Police unions, by Allen Z. Gammage and Stanley L. Sachs. Springfield, Ill., Thomas [c1972] 194 p.

## MANPOWER POLICY

**37. Ulman, Lloyd, ed.** Manpower programs in the policy mix. Baltimore, Johns Hopkins University Press [1973] 165 p.

## PRODUCTIVITY OF LABOUR

**38. Gold, Bela.** Explorations in managerial economics: productivity, costs, technology and growth. [London] Macmillan [1971] 297 p.

**39. Hooper, Ken.** Improving employee productivity—a case study [by] Ken Hooper and others. Chicago, International Personnel Management Association [1973] 39 p.

**40. Norman, R. G.** Productivity measurement and incentives [by] R. G. Norman [and] S. Bahiri. London, Butterworths [1972] 181 p.

## PUBLIC WELFARE

**41. Goals for social welfare, 1973-1993;** an overview of the next two decades. Edited by Harleigh B. Trecker. New York, Association Press [1973] 288 p.

## SOCIAL CONDITIONS

**42. Berliner, Joseph S.** Economy, society and welfare; a study in social economics. New York, Praeger [1972] 196 p.

## UNEMPLOYMENT

**43. Worcester, Dean Amory.** Beyond welfare and full employment; the economics of optimal employment without inflation. Lexington, Mass., Heath Lexington Books [1972] 157 p.

## WAGE POLICIES—GOVERNMENT

**44. Balfour, Campbell.** Incomes policy and the public sector. London, Routledge and Kegan Paul [1972] 276 p.

## WOMEN—EMPLOYMENT

**45. Benét, Mary Kathleen.** Secretary: enquiry into the female ghetto. London, Sidgwick & Jackson [1972] 171 p.

**46. Galenson, Marjorie.** Women and work; an international comparison. [Ithaca] N.Y. State School of Industrial and Labor Relations, Cornell University, 1973. 120 p.

**47. Korda, Michael.** Male chauvinism! How it works. New York, Random House [1973] 242 p.

**48. Lynch, Edith M.** The executive suite—feminine style. [New York] AMACOM [1973] 258 p.

## WORK

**49. Editorial research reports on the American work ethic.** Washington, Congressional Quarterly [1973] 180 p.

## WORK SATISFACTION

**50. Davis, Louis E., ed.** Design of jobs; selected readings edited by Louis E. Davis and James C. Taylor. [Harmondsworth, Eng.] Penguin Books [1972] 479 p.

# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended October 20, 1973		9,311	+ 1.0	+ 4.9
Employed.....	October	8,882	+ 1.0	+ 5.8
Agriculture.....	"	461	- 7.6	- 8.5
Non-agriculture.....	"	8,421	+ 1.5	+ 6.7
Paid workers.....	"	7,898	+ 1.5	+ 7.1
At work 35 hours or more.....	"	7,167	+ 1.3	+ 91.3
At work less than 35 hours.....	"	1,370	+ 4.9	- 67.9
Employed but not at work.....	"	345	- 17.1	- 8.7
Unemployed.....	"	429	+ 1.9	- 11.2
Atlantic.....	"	52	+ 13.0	+ 2.0
Québec.....	"	152	- 1.3	- 11.6
Ontario.....	"	128	-	- 7.9
Prairie.....	"	41	- 2.4	- 24.1
British Columbia.....	"	56	+ 9.8	- 16.4
Without work and seeking work.....	"	413	+ 1.2	- 10.6
On temporary layoff up to 30 days.....	"	17	+ 30.8	- 19.0
INDUSTRIAL EMPLOYMENT (1961 = 100)†.....				
Manufacturing employment (1961 = 100)†.....	July	138.2	- 0.9	+ 5.2
	"	130.9	- 1.4	+ 5.9
IMMIGRATION.....				
Destined to the labour force.....	1st 6 mos. 1973	70,833	-	-
	"	37,138	-	-
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	September	138	- 2.1	+ 48.4
No. of workers involved.....	"	105,801	+ 4.7	+ 220.5
Duration in man days.....	"	673,580	- 46.0	+ 47.4
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†.....	July	159.61	- 0.7	+ 6.6
Average hourly earnings (mfg.)†.....	"	3.85	-	+ 6.6
Average weekly hours paid†.....	"	38.7	- 3.0	- 2.6
Consumer price index (1961 = 100).....	"	151.0	+ 0.9	+ 9.1
Index numbers of weekly wages in 1961 dollars (1961 = 100)†.....	"	130.8	- 4.4	- 1.2
Total labour income (Millions of dollars)†.....	September	5,512.9	+ 4.0	+ 11.5
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	September	211.6	+ 1.8	+ 7.3
Manufacturing.....	"	206.3	+ 1.4	+ 6.2
Durables.....	"	242.5	+ 1.9	+ 8.5
Non-durables.....	"	177.7	+ 0.8	+ 3.9
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	September	19,879	-	- 4.9
Completions.....	"	17,874	-	+ 8.0
Under construction.....	"	174,179	-	+ 6.9

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1968-1973

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	Per Cent of Estimated Working Time
1968 .....	559	582	223,562	5,082,732	0.32
1969 .....	566	595	306,799	7,751,880	0.46
1970 .....	503	542	261,706	6,539,560	0.39
1971 .....	547	569	239,631	2,866,590	0.16
†1972 .....	556	598	706,474	7,753,530	0.42
†1972—September .....	46	93	33,015	456,950	0.32
October .....	44	85	29,393	389,870	0.26
November .....	51	101	33,612	308,240	0.20
December .....	27	78	11,017	131,180	0.10
†1973—January .....	38	87	12,427	164,600	0.11
February .....	39	87	16,011	154,930	0.11
March .....	46	98	19,444	223,290	0.14
April .....	64	114	23,546	232,820	0.16
May .....	75	139	40,166	521,670	0.32
June .....	58	136	47,181	612,600	0.34
*July .....	43	125	56,424	546,550	0.32
*August .....	52	141	101,024	1,248,160	0.68
*September .....	39	138	105,801	673,580	0.46

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, SEPTEMBER, 1973, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry .....	—	1	100	750
Mines .....	4	7	3,096	19,850
Manufacturing .....	19	78	36,927	446,320
Construction .....	4	11	2,450	35,500
Transportation and utilities ..	3	10	58,593	117,110
Trade .....	3	12	572	6,270
Finance .....	—	—	—	—
Service .....	3	16	2,663	29,180
Public administration .....	3	3	1,400	18,600
ALL INDUSTRIES .....	39	138	105,801	673,580

## STRIKES AND LOCKOUTS, SEPTEMBER, 1973, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland .....	1	6	1,421	18,190
Prince Edward Island .....	—	—	—	—
Nova Scotia .....	3	3	723	4,300
New Brunswick .....	1	3	1,431	25,280
Quebec .....	10	44	14,119	210,430
Ontario .....	16	46	23,537	205,410
Manitoba .....	—	1	53	1,010
Saskatchewan .....	—	1	10	10
Alberta .....	—	6	1,344	23,320
British Columbia .....	4	20	4,462	68,600
Fédéral .....	4	8	58,701	117,030
ALL JURISDICTIONS .....	39	138	105,801	673,580



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY)

Industry			Duration in Man-Days		Starting Date	Major Issues Result
Employer		Workers Involved		Accu- September mulated	Termination Date	
Location	Union					
<b>Forestry</b>						
Domtar Woodlands, Lebel-sur-Quévillon, Qué.	Canadian Federation of Pulp and Paper and Forest Workers (CNTU)	100	750	850	Aug. 31 Sept. 13	Wages—Return of workers, settlement not reported.
<b>Mines</b>						
<b>METAL</b>						
American Smelting & Refining Co., Buchans, Nfld.	Steelworkers Loc. 5457 and I.B.E.W. Loc. 674 (AFL-CIO/CLC)	570	10,830	78,660	Mar. 15 —	Wages—
Bradina Mines, Houston, B.C.	Steelworkers Loc. 271 (AFL-CIO/CLC)	125	2,380	9,140	June 18 —	Not reported—
Gaspé Copper Mines, Murdochville, Qué.	Steelworkers Loc. 6086 (AFL-CIO/CLC)	1,500	1,500	1,500	Sep. 4 Sep. 5	Protesting firing of four employees & suspension of 60 others—Company agreed to submit grievances to an arbitrator.
Craigmont Mines Ltd., Merritt, B.C.	Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	3,720	3,720	Sep. 16 —	Wages, working conditions, job security—
<b>MINERAL FUELS</b>						
*Cape Breton Development Corp. (Lingan colliery), New Waterford, N.S.	Mine Workers District 26 (CLC)	300	300	300	Sep. 13 Sep. 14	Protesting deterioration in labour management relations—Return of workers on instruction of union.
<b>NON-METAL</b>						
Canadian Rock Salt Co. Ltd., Pugwash, N.S.	Oil Workers Loc. 9-823 (AFL-CIO/CLC)	173	170	170	Sep. 28 —	Wages—
<b>Manufacturing</b>						
<b>FOOD AND BEVERAGES</b>						
Dare Food (Biscuit Division) Ltd., Kitchener, Ont.	Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	7,220	127,450	May 26/72 —	Wages, hours—
Slack's Brothers Ltd., Waterloo, Qué.	Commerce Employees (CNTU)	270	3,510	21,870	May 28 Sep. 21	Wages, working conditions—45¢ first yr., 35¢ second & third yr.; 45 hour work week; other benefits.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	
Employer				Accu- September mulated	Termination Date	Major Issues
Location	Union	Workers Involved				Result
Canada Starch Co. Ltd., Cardinal, Ont.	Retail Whole- sale Employees Loc. 483 (AFL-CIO/CLC)	400	7,600	16,000	Aug. 2 —	Wages, fringe benefits—
Christie Brown, Montréal, Qué.	Bakery Workers Loca. 333 (AFL-CIO/CLC)	500	9,500	16,500	Aug. 14 —	Not reported—
RUBBER						
Firestone Tire & Rubber, Joliette, Qué.	Rubber Workers Loc. 790 (AFL-CIO/CLC)	300	5,700	39,900	Mar. 22 —	Delayed negotiations in a new contract—
Les Caoutchoucs Acton Ltée, Acton Vale, Qué.	CLC Directly Chartered	396	7,520	13,060	Aug. 13 —	Failed to reach agreement; em- ployees locked out after slow- down—
TEXTILES						
Consolidated Textiles Limited, St. Hyacinthe and Joliette, Qué.	Syndicat du Textile de Soie Inc. (CSD)	230	4,370	28,520	Apr. 4 —	Wages, five-day work week—
Bigelow Canada Ltd. Ste-Agathe-des-Monts, Qué.	Textile Workers Union Loc. 1838 (AFL-CIO/CLC)	118	1,650	3,420	Aug. 12 Sep. 22	Wages—Increase of 30¢ an hr. in first year, 25¢ an hr. in second year; reclassification; improved benefits.
Chrysler Automotive Trim, Ajax, Windsor & Etobicoke, Ont.	Auto Workers Locs. 1090, 1459 & 444 (CLC)	11,250	56,250	56,250	Sep. 15 Sep. 24	Wages, overtime, dental and re- tirement plans—Wage increase, full pension after 30 years, den- tal plan.
Ozite Corporation, Saint-Jean, Qué.	Textile Workers of America Loc. 1185 (AFL-CIO/CLC)	163	650	650	Sep. 18 Sep. 24	Wages, holidays, working con- ditions—Not reported.
WOOD						
MacMillan Bloedel Ltd., Red Band, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	190	3,610	61,560	June 19/72 —	Not reported—
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	3,800	52,800	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—
Harmac Pulp & Paper Ltd., Nanaimo, B.C.	Pulp & Paper Workers of Canada Loc. 8 (CCU)	1,050	19,950	24,150	Aug. 28 —	Dispute over firing of eight em- ployees—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	Accu- September	mulated	Termination Date	Major Issues
Location	Union					Result
J. Ernst Lumber Co., Quesnel, B.C.	Woodworkers Loc. 1-424 (AFL-CIO/CLC)	300	4,200	4,200	Sep. 5 Sep. 25	Pension plan, wage rate and category revisions—Wage in- crease and other.
FURNITURE AND FIXTURES						
Artistic Woodwork Co. Ltd., North York, Ont.	Canadian Textile and Chemical Union Loc. 570 (CCU)	120	2,280	3,360	Aug. 21 —	Union security—
A.P. Furniture Inc., Laurier Station, Qué.	Building and Woodworkers Federation (CNTU)	140	2,660	2,660	Sep. 4 —	Wages, hours—
PAPER						
Ontario-Minnesota Pulp & Paper Co. Ltd. (of Boise Cas- cade Co.), Fort Frances, Ont.	Machinists Lodge 771 (AFL-CIO/CLC)	803	17,210	52,770	July 3 —	Wages, hours, fringe benefits—
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ont.	Int. Operating Engineers Loc. 490 Machinists Loc. 559 I.B.E.W. Loc. 940 (AFL-CIO/CLC)	720	13,680	41,760	July 9 —	Wages, hours, fringe benefits—
Canadian International Paper Company, La Tuque, Gatineau and Trois Rivières, Qué.	United Paper Workers Various locals (AFL-CIO/CLC)	3,190	68,360	151,360	July 25 —	Wages, cost-of-living clause, job security, pension plans—
B.C. Cellulose Company, Interior Pulp Operations, Castlegar, B.C.	Pulp & Paper Workers Loc. 1 (CCU)	320	6,080	13,440	Aug. 1 —	Wages, other matters—
Canadian International Paper Company, Hawkesbury, Ont.	United Paper Workers International Union Loc. 28 (AFL-CIO/CLC)	380	7,220	14,820	Aug. 3 —	Wages, fringe benefits, length of contract—
New Brunswick Inter- national Paper Company, Dalhousie, N.B.	Four unions	925	17,580	34,230	Aug. 8 —	Wages, pension plan, cost-of- living escalator, job classifica- tion plan, job security—



**STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)**

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					September	Accu- mulated	Termination Date	
Price Brothers Co., Alma, Jonquière & Kénogami, Qué.	Pulp & Paper Workers' Federation (CNTU)			1,987	42,580	83,050	Aug. 10 —	Wages, hours, fringe benefits—
E.B. Eddy, Ottawa, Ont.	Pulp & Paper Mill Workers and United Paperworkers Various locals (AFL-CIO/CLC)			550	5,500	6,680	Aug. 29 Sep. 15	Wages, fringe benefits, length of contract, employment security— 36¢ first year, 34¢ second year in 2 year contract, improved sick benefits.
E.B. Eddy, Hull, Qué.	Pulp & Paper Mill Workers and United Paperworkers Various locals (AFL-CIO/CLC)			1,150	11,500	13,960	Aug. 29 Sep. 15	Wages, fringe benefits, length of contract, employment security— 36¢ first year, 34¢ second year in 2 year contract; improved sick benefits.
Abitibi Paper Co., Iroquois Falls, Ont.	United Paper- workers Loc. 90			1,000	7,140	7,140	Sep. 7 Sep. 17	Wages & other—Not reported.
MacMillan Rothesay Ltd., Saint John, N.B.	United Paper- workers Locs. 601 & 907 (AFL-CIO/CLC)			450	6,750	6,750	Sep. 9 —	Wages, pension and vacations—
Ontario Paper Co., Thorold, Ont.	Five unions (AFL-CIO/CLC)			1,100	1,160	1,160	Sept. 29 —	Special trades adjustments, union recognition and working conditions—
<b>PRINTING AND PUBLISHING</b>								
Les Editions Graphiques Inc., Drummondville, Qué.	Syndicat des Employés de l'Imprimerie de Drummond- ville (CNTU)			105	320	320	Sept. 13 Sept. 17	Wages and job security—In- creases varying from 30¢ to 60¢ an hr.; job security and other benefits.
<b>PRIMARY METALS</b>								
Chemin de Fer Roberval Saguenay, Arvida, Qué.	Metallurgists' Miners and Chemical Workers Federa- tion (CNTU)			230	330	3,120	Aug. 15 Sept. 3	Wages, other matters—\$1.25 an hr. increase in 33-month contract.
Canadian Steel Foundries, Montréal, Qué.	Steelworkers Loc. 6859 (AFL-CIO/CLC)			800	800	800	Sept. 28 —	Dispute over working condi- tions—
<b>METAL FABRICATING</b>								
Lennox Industries (Canada) Ltd., Etobicoke, Ont.	Steelworkers Loc. 7235 (AFL-CIO/CLC)			142	570	8,370	June 14 Sept. 10	Wages, contract language—Not reported.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	Major Issues
Employer		Workers Involved	September	Accu- mulated	Termination Date	
Location	Union					Result
Weiser Lock Co., Burnaby, B.C.	Steelworkers Loc. 7623 (AFL-CIO/CLC)	450	6,300	17,550	July 30 Sept. 24	Wages—26% increase over 24 months.
Combustion Engineering Superheater Ltd., Sherbrooke, Qué.	Machinists Loc. 530 (AFL-CIO/CLC)	420	7,980	12,180	Aug. 20 —	Not reported—
Union Screen Plates, Lennoxville, Qué.	Steelworkers Loc. 7531 (AFL-CIO/CLC)	130	1,430	1,430	Sept. 5 Sept. 20	Salaries adjusted to cost-of-living index—Average increase of 88¢ an hr.
General Spring Products Ltd., Kitchener, Ont.	Auto Workers Loc. 15-24 (CLC)	1,035	1,550	1,550	Sept. 25 Sept. 26	In sympathy with 75 workers who had their incentive pay system changed—Return of workers.
MACHINERY						
George White & Sons Co. Ltd., London, Ont.	Machinists Loc. 2029 (AFL-CIO/CLC)	115	2,190	6,330	July 12 —	Wages, cost-of-living plan & fringe benefits—
Clark Equipment of Canada, St. Thomas, Ont.	Machinists Loc. 2183 (AFL-CIO/CLC)	350	3,150	11,900	July 27 Sept. 17	Wages, cost-of-living benefits— Not reported.
Mathews Conveyor Co. Ltd., Port Hope, Ont.	Machinists Loc. 1805 (AFL-CIO/CLC)	230	4,370	4,600	Aug. 31 —	Cost-of-living bonuses—
Olivetti Canada Limited, Don Mills, Ont.	Steelworkers Loc. 4848 (AFL-CIO/CLC)	120	1,800	1,800	Sept. 10 —	Not reported—
Armour Elevator Pickering, Ont.	Machinists Loc. 2524 (AFL-CIO/CLC)	271	4,070	4,070	Sept. 10 —	Wages—
TRANSPORTATION EQUIPMENT						
National Steel Car Corporation Ltd., Hamilton, Ont.	Steelworkers Loc. 7135 (AFL-CIO/CLC)	900	17,100	69,300	June 11 —	Disagreement over incentive clause in contract—
ELECTRICAL PRODUCTS						
Ferranti-Packard Ltd., Weston, Ont.	U.E. Loc. 525 (CLC)	168	1,510	16,640	Apr. 25 Sept. 17	Wages, hours, job security, other matters—Increases of 40¢, 25¢ and 20¢ an hr. in three years and cost-of-living adjustments.
Fleetwood Corp., Montréal, Qué.	Machinists Loc. 2146 (AFL-CIO/CLC)	350	6,650	18,900	July 16 —	Wages and other—

# TRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	September	Accu- mulated	Termination Date	Major Issues Result
Location	Union					
Great Lakes Carbon, Berthierville, Qué.	Metallurgists' and Chemical Workers Federa- tion (CNTU)	190	3,610	5,510	Aug. 19 —	Working conditions—
RCA Ltd., Montréal, Qué.	Independent Union	130	2,470	3,770	Aug. 20 —	Not reported—
NON-METALLIC MINERAL PRODUCTS						
Asbestonos Corp., St. Lambert, Qué.	Auto Workers Loc. 1469 (CLC)	176	3,340	21,120	Apr. 10 —	Not reported—
Domtar (Matériaux de con- struction), Laprairie, Qué.	Glass and Ceramic Workers Loc. 214 (AFL-CIO/CLC)	105	2,000	3,890	Aug. 8 —	Not reported—
PETROLEUM AND COAL PRODUCTS						
Texaco Canada Ltd., Port Credit, Ont. Don Mills, Ont.	Oil Workers Locs. 9593 & 9599 (AFL-CIO/CLC)	280	5,320	6,160	Aug. 29 —	Overtime payments, grievance procedure—
CHEMICAL PRODUCTS						
Cominco Ltd., Calgary, Alta.	Chemical Workers Loc. 465 and I.B.E.W. Loc. 254 (AFL-CIO/CLC)	143	1,630	6,080	July 19 Sep. 17	Wages, welfare benefits, vaca- tions—Increase of 48¢ to 54¢ an hr. for trades categories and 45¢ an hr. for others.
MISCELLANEOUS MANUFACTURING						
Armstrong Cork Canada Ltd., Montréal, Qué.	Metallurgists' Miners and Chemical Workers Federa- tion (CNTU)	400	5,600	9,600	Aug. 20 Sep. 24	Length of contract, cost-of-liv- ing—Increase of 95¢ an hr. over a 3-yr. contract; longer holidays.
Construction						
Mechanical Contractors Association, Zone 7, Kitchener-Waterloo, Guelph and Douglas Point, Ont.	Plumbers Loc. 527 (AFL-CIO/CLC)	560	5,040	10,640	Aug. 19 Sep. 17	Rejected a memorandum of agreement following negotia- tions—Wage increase and vaca- tion per increase.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	Major Issues  Result
Employer		Workers Involved	September	Accu- mulated	Termination Date	
Location	Union					
Mechanical Contractors Ass'n. of Alberta, Southern Alberta-Red Deer to U.S. Border.	Plumbers Loc. 496 (AFL-CIO/CLC)	913	17,350	23,740	Aug. 23 —	Wages, fringe benefits—
Ontario Erectors Association, Province-wide, Ont.	International Operating Engineers Loc. 793 (AFL-CIO/CLC)	300	5,700	7,200	Aug. 27 Sep. 27	Not reported—Not reported.
Alberta Insulators Contractors Assoc., Calgary area-Red Deer to U.S. Border.	Asbestos Workers Loc. 126 (AFL-CIO/CLC)	115	2,190	2,190	Aug. 31 —	Wages, hours, working condi- tions—
Several Construction Contractors, Ottawa area, Ont.	Plasterers Loc. 124 (AFL-CIO/CLC)	150	750	750	Sep. 4 Sep. 11	Wages—Agreement reached.
Construction Assoc., Labour Management Bureau, Mainland, N.S.	Sheet Metal Workers Loc. 409 (AFL-CIO/CLC)	150	2,700	2,700	Sep. 5 —	Objection to shop clause in contract proposal, increase in vacation pay and welfare pay- ments—
Hydro-Québec, Complexe Manic- Outardes, Qué.	Public Service Employees Federation (CNTU)	164	1,310	1,310	Sep. 19 —	Wages, working hours—

## Transportation and Utilities

### TRANSPORTATION

*CP Air-Vancouver International Airport, Vancouver, B.C.	Machinists Loc. 764 (AFL-CIO/CLC)	1,152	24,690	54,060	July 25 —	Wages, vacations, pension plans and reduced work week—
*CNR & CPR (Initially Rotating), Canada-wide.	Various Non-Op Unions	56,000	74,270	797,190	July 26 Sep. 10	Wages, fringe benefits, job se- curity—Return of workers after Parliament passed back-to-work legislation.
British Columbia Railway, Various locations, B.C.	United Trans- portation Union (AFL-CIO/CLC)	450	1,800	1,800	Sep. 13 Sep. 17	Wages, mileage rate revision— Return of workers pending mediator report.
*Maritime Employers Ass'n., Toronto, Ont.	I.L.A. Loc. 1842 (AFL-CIO/CLC)	100	50	50	Sep. 27 Sep. 27	Not reported—Not reported.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues Result
					September	Accumulated			
COMMUNICATIONS									
	Okanagan Telephone Company, Okanagan Valley, B.C.		Federation of Telephone Workers of British Columbia (CLC)	550	10,450	15,080	Aug. 21 —		Wages, pension plan—
	Radio Québec, Montreal, Qué.		Service Employees Federation (CNTU)	143	1,940	1,940	Sept. 12 —		Wages, schedules & other—
Trade									
	Nine independent drug stores, Vancouver, Coquitlam and New Westminster, B.C.		Retail Clerks Loc. 1518 (AFL-CIO/CLC)	143	110	15,730	Feb. 23 Sep. 17		Negotiating the first contract—1st year \$3.30 an hr. for clerks, 2nd year \$3.60 an hr. for clerks; 40 hr. week, union shop.
Service									
HEALTH AND WELFARE									
	Western Memorial Hospital, Corner Brook, Nfld.		Public Employees Loc. 488 (CLC)	375	2,950	9,380	Aug. 8 Sep. 12		Wages—12% over 2 yrs. for employees at peekpay; 17% up to 50% over 2 yrs. for others; better shift premium and severance pay.
	St. Clare's Mercy Hospital, St. John's, Nfld.		Newfoundland Ass'n. of Public Employees	225	1,770	4,820	Aug. 14 Sep. 12		Wages—Wage increases ranging from 22.8% to 53%.
	Central Newfoundland Hospital, Grand Falls, Nfld.		Public Employees Loc. 990 (CLC)	188	1,610	1,740	Aug. 31 Sept. 13		Wages—General increase of 10-11%.
	Victoria General Hospital, Nova Scotia Hospital, Halifax, N.S., Dartmouth, N.S.		Nova Scotia Employees Association	400	1,430	1,430	Sep. 7 Sep. 12		Wages, fringe benefits, shift differential—21% to 25% increase over 2 years.
SERVICES TO BUSINESS									
	Atomic Energy of Canada Ltd., Pinawa, Man.		Machinist Loc. 608 (AFL-CIO/CLC)	122	1,830	1,830	Sep. 8 —		Wages and improved benefits—
	Atomic Energy of Canada Ltd., Chalk River, Ont.		Various unions Atomic Energy Allied Council	942	14,130	14,130	Sept. 10		Wages and fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER 1973 (PRELIMINARY  
(CONCL'D.)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers	Accu-		Termination	Major Issues
Location	Union	Involved	September	mulated	Date	Result
<b>Public Administration</b>						
LOCAL ADMINISTRATION						
City of Hamilton Hamilton, Ont.	Public Employees Loc. 5 (CLC)	800	7,200	37,600	July 10 Sep. 17	Wages—Increase of 72¢ an hr over 23½ months and other benefits.
City of Hamilton, Hamilton, Ont.	Public Employees Loc. 167 (CLC)	600	11,400	25,800	July 30 —	Wages—

\*Federal Jurisdiction.



# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

**About Organizations in Canada** (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of about organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1972.

**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

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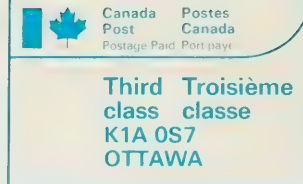
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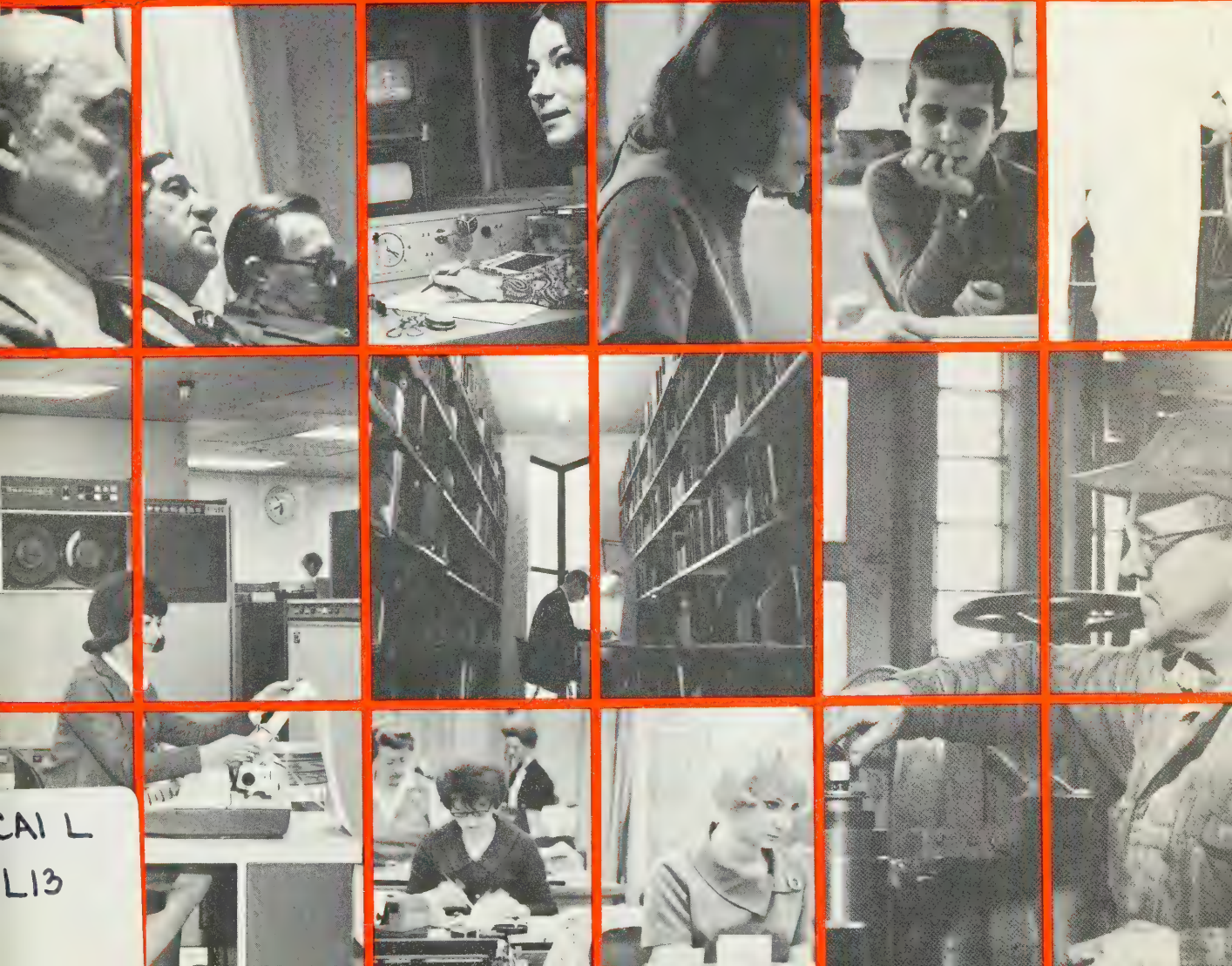
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FEBRUARY 1974

Government  
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# THE LABOUR GAZETTE





REFORM could be the watchword of Canadian labour in 1974 as CUPE and other large national unions in the CLC fight to overhaul congress policies and to install a more "progressive" leadership. But to make this goal a reality, CUPE and its allies will have to win the support of a number of international unions. See: CUPE's Challenge to the CLC.



# THE LABOUR GAZETTE

Monthly Journal  
Canada Department of Labour

Vol. 74, No. 2/February 1974

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Labour  
Canada

Travail  
Canada

# NEWS BRIEFS

■ **The Canadian Labour Congress has given general approval to an application for re-affiliation by the Canadian branch of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, pending the settling of what the CLC called "a few controversial matters."** The 70,000-member Teamsters branch was expelled from the CLC in 1960 on charges of raiding members of a railway union.



The CLC also gave support to a request by about 49 out of 55 Canadian locals of the International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America to set up a provisional council. In October 1973, the American parent union voted to merge with the Teamsters. The Canadian brewers will remain a CLC affiliate with CLC recognition of the union as custodian of the rights and privileges of the parent union.

■ **Private pension plans allowing employees to retire after 30 years of service, regardless of their age, have been approved for registration by Revenue Canada.** Previous departmental policy prohibited a federally registered pension plan from paying a full pension to anyone under 60 years of age. The only exception allowed a worker at age 55 with 30 years service to receive full pension.

The so-called "30-and-out" pension plan is optional and would allow a worker to retire at age 46 on full pension. Such plans would be acceptable for registration with the revenue department under the following conditions:

1. The employee must complete 30 years of service with one employer.
2. The optional retirement clause must be included in the pension plan through agreement between the company and the workers.

3. The pension plan conforms to provincial legislation and is acceptable to provincial authorities.
4. The plan contains provisions to ensure that the employee actually leaves the labour force.

**The 30-and-out plan, advocated by the United Automobile and Aerospace Workers, has already been incorporated by the UAW into its new Canadian contracts with Chrysler, and is expected to win industry-wide approval in current or pending contract talks with other automakers.**

■ **The Royal Bank of Canada has moved to offset the effect of inflation on pensions** by establishing an \$8 million supplement to the pension plan for its retired employees. When integrated with government pension benefits, the bank said, it will restore the purchasing power of pension cheques—in terms of 1973 dollars—to the level when the employees retired. The supplement is applicable only after the first five years of retirement, and will affect about 1,800 of the bank's 2,400 pensioned employees.

As an example of how the supplement will affect the pensioners, the bank cited a hypothetical case of a pensioner, with a dependent wife, who earned \$10,000 annually



when he retired 10 years ago. His retirement pension of \$7,200 had deteriorated by 27 per cent, according to calculations using a table of factors derived from the consumer price index. To restore it to 1973 purchasing power, a sum of \$1,944 a year computed from government old age security payments and the bank's supplement, would be added to the 1963 pension. The adjusted payments were scheduled to begin in January 1974.

■ **After enjoying moderate success in trying to organize the white-collar workers of Toronto, the Canadian Labour Congress has moved its recruiting drive to Vancouver.** The CLC's Association of Commercial and Technical Employees will be going after more than 40,000 potential Vancouver members with billboard ads, radio announcements and perhaps slogans on books of public transit tickets. The Association used the same campaign in 12 months of organizing effort in Toronto, but it admits that Bay Street was "a hard nut to crack;" **in December it announced it had signed its first collective agreement** with 40 office, plant and technical employees of the Underwriters' Laboratories of Canada in Scarborough. The three-year contract will increase workers' salaries 25.1 per cent and provides for statutory holidays, vacations and increased benefits.

The Congress is **optimistic** it will have more success on the West Coast, and a recent campaign in B.C.'s southeast area may prove it

right: about 1,000 members were enrolled in six units in six months. Two groups of office and technical employees at Cominco Limited in Kimberley and Trail have been certified and one of them has signed a contract. Another group is waiting for certification, as are 18 employees of a Trail radio station. **High on the list of Vancouver institutions** for the CLC campaign are MacMillan Bloedel and the Bank of British Columbia.

■ **A bill providing for collective bargaining for British Columbia public servants received third reading in the B.C. Legislature last November.** Some of its main provisions are:

**1. Three major bargaining units** are to be set up for registered and psychiatric nurses, for employees whose professional standing is recognized by law, and for other provincial employees to be represented by the British Columbia Government Employees' Union (BCGEU).

**2. The Labour Relations Board will certify** bargaining agents for the three units and the Public Service Commission, formerly the Civil Service Commission, will act as the government bargaining agent.

**3. A dispute settlement procedure** will allow union or management to call for a mediator during a bargaining dispute. The mediator would have at least 10 days to resolve the disagreement or report to the Labour Relations Board that the issues remain in dispute. If both sides agree, the dispute would go to binding arbitration. As an alternative, a strike vote could be taken and if approved, workers could strike within 90 days, providing 72 hours' notice is given. The Government can also lock out its employees after 72 hours' notice.

**4. Two-tier bargaining** is allowed: master agreements would be negotiated to cover working conditions affecting all members in a bargaining unit, and subcontracts would cover wages and other working conditions pertaining to employees in the unit's occupational components.

**5. A definition of technological change** is given in the bill as the introduction of new equipment, processes or material that "significantly" reduces the number of employees required. Layoffs resulting from reduction in the amount of work to be done are excluded from this provision, but the Government is required to negotiate beforehand with the union affected on the impact of the technological change. If there is failure to agree on how the collective agreement should be amended, the union could require the Labour Relations Board, if it found that technological changes had occurred, to terminate the agreement. The union would then have the legal right to strike.

■ **A higher minimum wage for Newfoundland and Labrador workers, a modified social assistance program and the planned prosecution of able-bodied persons on welfare who refuse to work have been announced** by Newfoundland Premier Frank Moores.

The minimum wage, with a few exceptions for some workers, rose to \$1.80 an hour from \$1.40 on January 1, 1974. Next January 1, it will be increased to \$2.20 an hour, at which time it will be reviewed by the provincial Minimum Wage Board.

The modified social assistance program also came into effect last January 1. Designed to raise the living standard of people on welfare and to provide an incentive for able-bodied persons to find jobs, the new program **allows persons on welfare to earn money while still receiving benefits.** Under the previous welfare program, said Moores, persons on long-term assistance who earned extra money lost their entire benefit. The new program allows a person either on short-term or long-term welfare to earn up to \$200 a month and keep 50 per cent of it as well as the social assistance payment. Moores also announced higher family assistance payments.

There will be **strict enforcement against abusers of the new program**, Moores avowed. Social assistance officers will thoroughly investigate single able-bodied men and able-bodied childless couples who apply for assistance. Those found capable of working or of finding suitable work who refuse to do so will be prosecuted in court, he said, and if present laws are not adequate, new legislation will be passed.

■ **The International Union of United Automobile, Aerospace and Agricultural Implement Workers of America (UAW) signed similar three-year contracts with Ford of Canada and General Motors of Canada last December**, but not before Ford had undergone a 13-day strike. A GM spokesman said the agreement between his company and the union was the first reached without a strike since collective bargaining began in the 1930's.



About 15,000 workers in Ford's Ontario plants—in Oakville, Talbotville, Windsor, Bramalea and Niagara Falls—went on strike November 23 to back demands for voluntary overtime and the implementation of the so-called "30-and-out" pension plan that allows workers with 30 years service to retire, regardless of their age. The strike ended when 78 per cent of the membership voted to ratify the new contract, which gave the workers higher salaries, better benefits, voluntary overtime and an improved pension plan. The overtime clause is considered better than the one given to Chrysler Canada workers (which called for the company to schedule compulsory overtime two Saturdays out of every three) and surpasses the American Ford company agreement (which calls for six compulsory Saturdays a year). Ford assembly plant workers in Oakville and St. Thomas and engine plant workers in Windsor can be required to work 10-hour days from Monday to Thursday, but Friday they will work eight hours with voluntary weekend work. Workers in the other Ford plants can refuse overtime after eight hours a day and 48 hours a week. Under previous contracts, Ford had been scheduling up to 56 hours a week for workers in certain plants.

Ford employees also gained the 30-and-out pension provisions and reduced the early retirement age to 55 from 58. But this last provision can be renegotiated when the contract comes up for renewal. Ford foundry workers achieved a "first" in the Canadian car industry by being allowed to retire after 25 years service. The

early retirement pension program pays \$550 a month as of March 1, 1974 and \$700 a month for those retiring after September 30, 1978.

Wages were not an issue in the Ford contract and the settlement increased the wage of major assemblers 35 cents to \$5.15 an hour plus a cost of living increase of 12 cents. The wage boost is retroactive to September 14.

The new UAW contract with General Motors was ratified by 85 per cent of the company's workers in plants at Windsor, Toronto, London, St. Catharines, Oshawa, Ontario, and Ste Thérèse, Québec. The terms were basically similar to those reached with Chrysler and Ford. GM employees will have a 48-hour workweek with weekend work or work over 48 hours a week on a voluntary basis. Retirement on full pension is available at age 55 for workers with 30 years service, and the average production worker received an immediate salary increase to about \$5.12 an hour.

■ **The cost of living escalator clause provided for in the recent Chrysler-United Auto Workers agreement** is based on a combined U.S.-Canada consumer price index.

The combined index includes 10 per cent of the consumer price index compiled by Statistics Canada and 90 per cent of the consumer price index for urban wage earners and clerical workers compiled by the U.S. Bureau of Labor Statistics.

When the combined index is between 130.3 and 132.1, the formula alternates between one cent for each 0.3 change and one cent for each 0.4 change in the index. The first reports, which **The Labour Gazette** used in its item in the December number (page 788), stated that the escalator clause would be on the basis of one cent for each 0.35 change in the consumer price index.

The average of the combined index for August, September and October is 135.5, giving the employees a 17-cent cost of living allowance effective December 3, 1973.

■ About 300 delegates from the 17,500-member **Professional Institute of the Public Service of Canada (PIPS)** approved, at the Institute's fourth biennial convention, held November 22 and 23 in Ottawa, **a reorganization program that includes the concept of corporate humanism and the creation of a professional council.**

Corporate humanism is the abandonment of the traditional adversary bargaining approach in labour relations. It entails a new system in which the boss-employee conflict is replaced by a democratic relationship, not only at the negotiating table but also in the work place. It includes also a plan for reaching a collective agreement through final offer selection, whereby unresolved issues are submitted to a selection officer. Both union and management state their final positions and offers on these contentious points and the officer will outright choose one or the other. The theory behind **final offer selection** is that, because only one offer will be selected, both sides will try to make their final offers as fair and acceptable as possible so as to have theirs chosen.

The PIPS professional council is intended to be an umbrella organization for all professional groups in Canada. The council, for which PIPS has budgeted an initial amount of \$105,000, is planned at first to be a loose federation of professional groups working together.

The working paper introducing the council idea, however, said the council in the future might negotiate collective agreements for its constituent members. The council will likely be workable in two or three years, according to PIPS officials.

Elected by acclamation to a two-year term as PIPS President was Ernie Eaton of Ottawa, head of the livestock section in the agriculture subdivision of Statistics Canada.

■ **A proposal to restrict employers from hiring new workers during a strike** has been put forward by the **Canadian Manufacturers' Association** as a way of controlling mass picketing, doing away with picket line violence and finding a solution to the "power play settlement" of labour disputes.

In announcing the proposal, Keith Rapsey, CMA President, said "the legitimate role which a strike plays is to use the marketplace to determine the relative fairness of the union demands and the employer offer. One test of the fairness of

the employer's position in the dispute is whether he can employ sufficient numbers of persons possessing the required skills to operate his business if he chooses to try to do so."

In such cases, said the CMA, an employer should be bound to offer striking employees and the replacement workers the same wage and benefit levels that he had last offered the union. He would be obligated also to advise the new workers that a strike was in progress, the name of the union and both its and his last position for settlement. The employer would be able to offer the new workers more pay only after he offered the higher salary to the strikers; if the union refused acceptance, the employer would then be permitted to pay the new workers the higher benefits, the CMA declared.

"Nevertheless, it is likely that responsible employers would not object to such restrictions being placed on them if, at the same time, there were clearly defined restrictions established with respect to permissible picket activity, coupled with meaningful enforcement procedures," said Rapsey.

■ The names of 10 women appointed to the Québec Council on the Status of Women were announced in December. They are: Berthe D. Bellemare, of Montreal, a member of the Confederation of National Trade Unions and the Québec Women's Federation; Juliette F. Demers, vice-president of the Rimouski CEGEP; Ginette Grenier, a teaching development agent for the Lac St. Jean school



board; Jeannine Hébert, a Trois-Rivières business executive; Francine C. McKenzie, a university administrator for the University of Québec at Québec; Thérèse Paquet, administrative secretary in the Trois-Rivières School Commission and a member of the Centrale des syndicats démocratiques; Caroline R. Prestieau, a Montreal economist and member of the Québec Women's Federation; Pierrette B. Pothier, an administrator in the Montreal housing office and member of the Québec Women's Federation; Lilian Reinblatt, a Montreal lawyer; and Claire Robitaille, financial controller for the Québec Federation of Labour in Montreal.

The council was created last June to study and report on any matters regarding the quality and respect of women's rights. Also members of the council are seven provincial deputy ministers.

■ The Pulp and Paper Workers of Canada has changed its name to the Pulp, Paper and Woodworkers of Canada in a bid to represent woodworkers as well as pulp workers. Many workers represented by the International Woodworkers of America (IWA) want a change in union and the PPWC has changed its name to accommodate them.

The original PPWC was formed in the early 1960s when it broke away from the International Brotherhood of Pulp, Sulphite and Papermill Workers as part of a trend to established purely Canadian unions. The IWA is still the biggest woodworkers' union in Canada with 50,000 members, 38,000 of which are in British Columbia. The PPWC represents 6,100 workers, including 4,500 in B.C. pulp mills.

## FEEDBACK

I endorse Stan Little's comments (in the November issue) on international unions and on their enemies, such as the Committee for an Independent Canada.

But I believe Brother Little has oversimplified the reason for union structures in Canada that are in some ways less than perfect.

It is only half true to blame "a spillover from the American set-up" for the presence of many small unions in Canada.

In fact, the national unions are not exemplars of more rational union structures. It is true that there are nearly 100 international unions in Canada. But it's also true that there are 84 national unions. The average membership of the international unions is larger (14,893) than the average membership of the national unions (11,432), according to the most recent statistics available for 1971.

While there are 75 international unions with fewer than 30,000 members in Canada, there are 77 national unions with fewer than 30,000 members. I agree, and I think most international and national union members would agree, that there are too many unions, and too many unions that cannot muster the resources to provide all the services that a modern union must.

Brother Little knows how difficult it is, when dealing with complex relationships of human beings, to convince them of their common needs and common goals. This is why union mergers are very difficult to achieve. But we shouldn't look for "outside influences" to blame when solutions to problems are within our own control.

Most merging of unions has come in the international unions. In just the past six years, for instance, the Steelworkers have merged with

the International Union of District 50, with the Stone Workers and the International Union of Mine, Mill and Smelter Workers.

The Graphics Arts International Union was formed in 1972 by a merger of the International Bookbinders and the International Lithographers and Photoengravers. Two International paper industry unions merged in 1972 to create the United Paperworkers' International Union, and the United Transportation Union resulted from a merger of three international unions (and a fourth that had members only in the United States). Last October, the International Printing Pressmen's Union and the International Stereotypers and Electrotypes' Union merged into the International Printing and Graphics Communications Union.

But one of the largest mergers that would have occurred in Canada was voted down in a special convention of the Canadian Brotherhood of Railway, Transport and General Workers, a national union.

While Brother Little and I may think the CBRT was wrong, we have to defend the right of the members of the unions concerned to work out their bargaining and union relationships by themselves in the ways that they see serving their needs.

Lynn R. Williams,  
Director, District 6,  
United Steelworkers of America,  
Toronto, Ontario.

# INTERNATIONAL ROUNDUP

■ "In terms of comfort we shall have a harder Christmas than we have known since the war." With these words, Prime Minister Edward Heath ordered a **three-day workweek for most of Britain's industry** beginning January 1.

The drastic decision to cut "non-vital" production by about 30 per cent was the **Government's response to major disruptions in Britain's energy supplies** caused by Middle East oil cuts and slowdowns among coal miners, railway engineers and electricity workers challenging the government's Phase III pay code limiting increases to 7 per cent with extra payments for working "unsocial hours."

The emergency measures boosted the unemployment rate and brought sharp pay cuts for some 13 million workers. The remaining nine million have agreements for minimum weekly wages.

**Additional taxes and austerity measures**—including credit restrictions and sharp cuts in government spending—were also deemed necessary to correct the large balance-of-payments deficit in Britain's trade and to curb inflation. The foreign trade deficit in October and November was \$1.4 billion—the worst two-month deficit in British history.

"We shall have to postpone some of the hopes and aims we have set for ourselves for expansion and for our standard of living," Heath told a stunned nation.

About 70 per cent of Britain's electricity comes from coal-fired generators and the Government attributed most of the crisis to the militant miners and railwaymen whose work slowdowns and bans on overtime impeded production of coal and its delivery.

The unions charged that the Government chose to take these steps rather than to settle the country's labour disputes in order to smash the power of organized labour. While the bitterness of the unions has something to do with economic inequalities, inflation, and what is a reasonable wage, their current militancy has been shaped equally by class antagonisms and by a strong desire for major social and political change. To many a worker, the union is his weapon in the class war, and the struggle with employers is viewed as a class struggle.

■ **A one-day general strike in December against soaring prices caused major disruptions in France.** Bus and subway service was drastically reduced, cars jammed city streets and clogged roads to Paris, garbage remained uncollected outside homes and offices, and electricity cuts dimmed many quarters, intensifying the chaos on the roads as traffic signals went out. Also hit were mail deliveries, broadcasting, newspapers and entertainment.

About 100,000 strikers marched through central Paris in a massive show of discontent over the 11 per cent inflation rate and thousands of demonstrators paraded in other cities. But despite the size of the strike, claimed to be the most widespread since the 1968 worker-student uprising against Charles de Gaulle's Government, it did not bring the total shutdown that its organizers, France's powerful left-wing unions, had expected.

It came only a day after the Government announced new measures to control inflation, including price and profit controls, credit curbs and reduced government spending. The Government also raised interest rates on deposits at national savings banks, increased advance payments of income and company taxes, and froze rents in an effort to cut down the amount of money in circulation. It declared no freeze on wages but called on unions and employers to co-operate in keeping down pay increases in 1974.

■ **Australia's Labour Government has introduced legislation guaranteeing basic rights and freedoms and barring discrimination on the grounds of race or sex.** The new measures are designed to implement Australia's adherence to the United Nations Declaration of Human Rights.

The Attorney General, Senator Lionel Murphy, told the Senate that the human rights bill would take the place, as far as possible, of a bill of rights, which was absent from the Constitution.

On the same day that the legislation was introduced in Parliament, the New South Wales state conciliation commissioner announced new wage regulations giving equal pay to about 50,000 women typists and other office staff now receiving less pay than men doing the same work. The new scales will be fully implemented within 15 months.

■ **Although women continue to be subjected to discrimination in professional life, the trend is away from "protective" statutes,** which are increasingly viewed as obstacles to equal treatment, according to a report released by the International Labour Office.

The ILO report noted that in most industrial states, "the tendency is to concentrate women in the lower ranks of relatively few professions." Furthermore, women are "underpaid in the sectors where they are in the majority, even in professions of great value to society," such as nursing and teaching.

In most countries "there are still serious gaps in the early education and training of girls compared to boys," the report said, noting that girls tended to go into the humanities and to stay out of most branches of science and technology. And "in many countries, the whole of the protective statutes applying to women are being reconsidered because they seem to create a conflict between the privileges they grant and equality of opportunity.

"The general trend seems to be to deal with risks run by all workers and to improve protection standards for men and women, without distinction," the report stated.

■ **"The United Nations pleads guilty to violating its own charter. The charge—discrimination against women.** A report recently produced by a colloquium of senior UN officials concludes that professional women are not being treated right in the UN secretariat. It is the familiar story. Not only are staff rules discriminatory; because of recruitment and promotion practices, women cluster in the lower grades and in traditional women's jobs and tend to be older and better qualified than men on the same level.

"The report produces some dramatic evidence: the proportion of men to women on the professional staff is 4 to 1 but the proportion at the directors' level and above is 37 to 1. And it refutes the old saw that women do not get promoted because they do not stick to their jobs. In a sample of people employed in 1951, the proportion of men and women who were still with the UN 20 years later was virtually identical; but predictably the men were concentrated at the higher levels with their female colleagues bringing up the rear.



"And why does the United Nations discriminate against women? Mainly, the report suggests, because it reflects the prejudices of its member states, which tend neither to nominate women for the secretariat nor to include them in their permanent missions in New York. The worst offenders in this second category are the avowedly egalitarian countries of eastern Europe, which have only one female representative among them, compared with 61 from Latin America.

"Where the UN shows up best as an employer of women is in comparison with the domestic civil services of its members. The secretariat, with nearly 20 per cent female officers, comes second after France in a list of 53 countries, followed by Hungary and the United States. Pakistan gets the booby prize with 0.7 per cent female administrators, and Japan is next lowest with 1.2 per cent. Britain ranks 22nd on the incomplete list, with women doing 7.5 per cent of the non-clerical jobs in Whitehall, just below Guatemala and a fraction above Syria." (From **The Economist**, Dec. 1, 1973.)

■ The **United States** Government has launched its **first broad guaranteed income scheme for the poor**, a welfare innovation that will put an additional billion dollars a year in the pockets of several million people.

The new legislation, passed by Congress in 1972, guarantees each eligible person a **minimum income of \$130 a month**, increasing to \$140 in July. It will mean **substantial increases for many of the nation's poor** who now receive assistance cheques because they are aged, physically disabled, or otherwise handicapped.

The scheme, effective January 1, is being closely examined as a model for a guaranteed income for all of America's poor. It eliminates the wide variation in assistance levels of state plans, and it is financed directly out of the U.S. treasury, which means it is pegged to a progressive tax system.

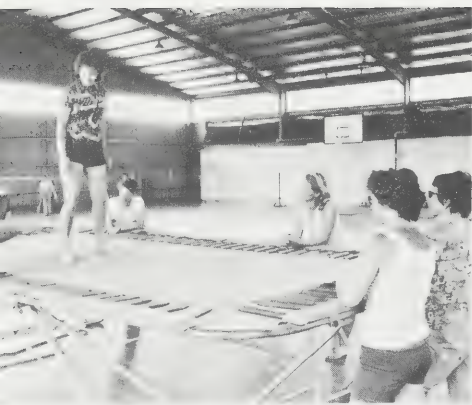
Officials estimate that the program will immediately affect about three million people who are now covered by state welfare schemes for the aged, blind and disabled. Benefits in about half the states are below the \$130 a month minimum, but in 14 states, the present payments are considerably above the new guaranteed income. It is expected that another three million persons will be brought into the program.

■ A survey published by a leading British employment agency disclosed recently that there are **10 job openings for every secretary in London**. And in a country where the average weekly wage for men is about \$100, an inexperienced typist can command \$67.50 while her more experienced colleague will receive \$75. Thrown into the tempting salary bin are a host of fringe benefits that girls on the other side of the Atlantic would envy. There are offers of free tickets for weekends abroad, top hotel rates and supper parties, even mid-morning cocktail breaks. One firm offered a red sportscar to "the lucky girl who joins our go-ahead young team."

But **London is not unique**. Across most of Europe, even in the Soviet Union, secretaries and typists are scarce. Russia's official newspaper **Pravda** said that the lack of secretaries was "a matter of state importance" and called for more secretarial schools of which there are now only seven. In Amsterdam, school teachers can hope to take home \$640 a month as secretaries. Salaries in Stockholm, where the shortage is increasingly acute, are static at an average \$600-\$700 a month. In Paris, demand exceeds supply only at the very bottom of the ladder. Belgium, as a bilingual country, has special problems, with one official explaining: "It's very difficult to get a fully bilingual, fully competent secretary." For the skilled, \$500 a month is about average. But in Frankfurt, where there are 1,000 secretarial vacancies, beginners can earn \$1,000 a month.

■ Take 160 housewives for a day and free them from their daily domestic routine in the fresh air of 300 acres of Australian bushland, playing fields, and waterways. Provide them with coaches to get there, baby sitters, sports instructors, and let the Government pay for it all. It may seem a frivolous proposal, a waste of money, slightly sinful perhaps, but the women are not scorning it.

The day-away-from-it-all is sponsored by the New South Wales Government's Sport and Recreation Service to get housewives out so they can meet other women and try out new skills, thus broadening their horizons and giving them confidence and opportunity to make the most of their potential.



This non-militant liberation is organized in Sydney by a man, Bill Gibbs, the State's newly appointed co-ordinator of recreation. Many of his helpers at these housewives' recreation days, as they are called, are young men the Sport and Recreation Service is training for the Australian Recreation Diploma.

"We're trying to bring recreation to everyone's level and provide the facilities at a price everyone can afford," Gibbs says. "We've started with women because we want to get housewives out of the house, to stop them vegetating. We think we're providing them with a healthy, active opportunity for self-expression at a sport they've never tried because they haven't had the chance, or because they are shy and think they will look foolish if they join regular players."

The recreation days have been held mainly in areas of low income, newly married families. The housewives are often young with a young pre-school-age family, and there is often little of the family budget left for leisure or recreation. Gibbs says the program has been aimed so far at "deprived women"—those who do not have the money to spend on recreation and leisure, and those who are confined to their homes because they have young children and

women who live in areas where there are no recreation facilities, or are reluctant because of shyness to approach sports groups in their neighbourhoods.

■ The Executive Board of the International Confederation of Free Trade Unions (ICFTU) has defined its **strategy toward multinational corporations** in a declaration to be submitted to the Economic and Social Committee of the United Nations. It calls for rules of conduct for the multinationals to be negotiated multilaterally. Enforcement of these directives should be entrusted to an institution in which trade unionists should be represented in the same manner as they are within the International Labour Organization.

**Amongst the items** which the ICFTU is proposing to include in this international charter is the obligation of multinational companies to recognize the trade unions, to respect the Conventions of the ILO, to conform to the most progressive standards in industrial relations, to publish overall and uniform financial reports as well as details of the wages paid and the conditions provided within each of their branches.

The multinationals would also be obliged to contribute on a substantial scale to the development of the socio-economic infrastructure of the developing countries where they operate, to use labour intensive techniques and to harmonize their national and economic social planning by regular



consultation with the governments and trade unions concerned. For governments the obligations would be of a legal nature and would cover the control of fusions, trusts and cartels in the interest of the workers, and the control of foreign investment in an effort to encourage trade union freedom in countries where this is not respected.

■ The Governing Body of the International Labour Organization has decided to pursue the recommendations of its Committee on the Freedom of Association regarding a complaint against the Government of Japan lodged by the Japanese Postal Workers' Union (ZENTEI), the General Council of Trade Unions of Japan (SOHYO), the Postal, Telegraph and Telephone International, and

the International Confederation of Free Trade Unions. **The ILO has drawn the attention of the Japanese Government to "the importance which must be attached to the right of free collective bargaining in the public services."** It also emphasized that the strict application of sanctions against the postal workers, who have had to resort to strikes, cannot lead to an improvement of industrial relations in the postal service.

■ Rinaldo Repetto, owner of a metal casting plant in Ovada, Italy, was tired of trade union battles, so he decided a little more than a year ago to turn over his factory to 10 of his 27 employees who accepted the offer of sale. They bought the plant's stocks, hired Repetto as a plant supervisor and now pay him a yearly rent for the premises. Result: production has risen markedly, absenteeism has all but disappeared, and the workweek has climbed from 40 to 50 hours. During the year, the worker-bosses have kept their salaries unchanged and hired seven new workers at the same pay. "Now that we have a direct interest in the factory, we do our best to increase production and profits," said one worker. Sales from

the 17-worker factory have nearly doubled from the level when 27 workers were on the job. "It's no wonder they achieve such results," said a local trade unionist. "They work longer and have no pauses in production. Sometimes they even work on holidays."

■ There is speculation that **a sustained fuel shortage in the United States may spur greater use of the shorter workweek in that country.** In terms of conserving energy, fuel can be saved by reduced use of vehicles, especially by commuters who use their cars to reach their offices or factories. Not only would this mean a reduction of at least 20 per cent in the fuel that Americans now expend in getting to work, but traffic pressure would be reduced because the "weekend" would mean different days to different families, with less gasoline wasted by cars stuck in traffic jams at weekend rush hours.

■ The German Democratic Republic became the 124th member of the International Labour Organization in January.

■ One of the five human rights prizes awarded by the United Nations on the occasion of the 25th anniversary of the Universal Declaration of Human Rights has been bestowed posthumously on Wilfred Jenks, Director General of the ILO, who died on October, 9.



# 50 YEARS AGO

■ Employees' superannuation in Canada—existing public and private schemes for retirement insurance as provided by the Dominion and provincial governments, some larger municipalities, and an increasing number of private employers—is described in the February 1924 issue of **The Labour Gazette**.

Among private employers, "superannuation and other forms of employees' welfare work" have been undertaken in recent years for philanthropic reasons, to stabilize employment by reducing the waste that has been caused in industry by an unnecessary amount of labour turnover, and to increase the efficiency of workers by easing their living conditions and removing their anxiety for the future. Most private superannuation schemes differ from those for public employees in being on a

non-contributory basis, whereas public service superannuation is based on the principle that employees contribute fixed amounts, which are supplemented by equal amounts paid by the public authority concerned. In some cities, municipal schemes are confined to members of police and fire-fighters' organizations, but at the present time considerable progress is being made in providing safeguards for all civic employees against the possibility of their retirement under normal conditions.

The following paragraphs describe the provisions made in several provinces for the superannuation of provincial civil servants.

"Superannuation benefits for provincial government employees are provided by statute in Québec, Ontario, British Columbia, Alberta and Nova Scotia. Pensions for civil servants in the province of Québec were first given under an Act of 1877. This Act includes many features that are still preserved in more recent legislation, and is noteworthy as being the first legislation enacted in Canada to provide pensions for the widows and children of employees.

"A Public Service Superannuation Act was enacted in Ontario in 1920. Provision had previously been made under the Ontario Public Service Act (Revised Statutes of Ontario, chapter 14, section 18) for the payment of gratuities to employees discharged by reason of age, ill-health or infirmity, in consequence of departmental changes, or for any cause other than misconduct. The gratuity was paid to the employees personally, to his representatives or any member of his family, upon the order of Lieutenant-Governor in Council, and was limited to a sum equal to the amount of one month's pay for each year of his service. The act of 1920, however, first established superannuation allowances as a right of the employees of the Government.

"A Superannuation Act was placed upon the statute book of British Columbia at the first session of 1921 (Statutes of 1921, chapter 60). The Act includes provision for superannuation allowances, not only for provincial government employees but for those of municipalities and school boards and also for such employees in general industry in the province as might choose to enter into an agreement with their employer to take advantage of the Act. The British Columbia Act differs also in many other respects from other provincial acts.

"A Superannuation Act was passed in Alberta in 1922 (Statutes of 1922, chapter 11). One of the distinctive features of the Alberta and Ontario Acts is that they are administered by boards that include representatives of the provincial Civil Service Association. The co-operation of the employees is also secured to some extent under the British Columbia Act, but in that province the employees' representative acts only in the capacity of adviser to the Civil Service Commission.

"The Nova Scotia Public Service Superannuation Act (Statutes of 1923, chapter 5) became law at the session of 1923, but has not yet been proclaimed as in force.

"The various acts ... have many features in common. All require contributions from the employees, similar amounts being contributed by the respective governments. The age of retirement is mostly at 65 years, and benefits are given not only to the retired employees but, in the event of their death, to their widows or children under eighteen years of age. The minimum period of employment required to qualify for an allowance is ten years in most provinces, and the maximum period during which contributions may be deducted from the salaries of employees is 35 years. The main variation is in regard to the calculation of the amount of allowances. Some provinces require employees' contributions at a fixed rate of deduction from their salaries, the benefit being calculated in relation to the amount standing to the employee's credit, while in others the amount of benefit is fixed directly on the basis of the employee's salary, the percentage of deduction from salary being so adjusted as to provide means for paying that amount."

# CUPE'S CHALLENGE TO THE CLC

BY GEORGE SANDERSON

A major split in the labour movement was averted in November when the Canadian Union of Public Employees (CUPE) postponed its threat to break away from the Canadian Labour Congress (CLC) in a jurisdictional dispute over the right to organize provincial government employees. Instead, delegates to CUPE's 10th anniversary convention in Montreal passed a resolution proposed by their national executive board that CUPE "embark on a program of reform, revitalization and change of leadership of the Canadian Labour Congress." But the 1,000 delegates also authorized their national executive to disaffiliate the union from the 1.8-million member Congress if the proposed reforms are not adopted at the CLC's convention next May in Vancouver.

Although passage of the resolution followed an impassioned two-hour debate marked by **bitter criticism of the Congress**, the option of withdrawing at once from the CLC was discarded because "there should be, if at all possible, a strong central of all unions for both the public and private sectors."

Opposition to the resolution came mainly from British Columbia delegates, who wanted the withdrawal ultimatum deleted. Harry Green, Vice-President of CUPE's B.C. division, declared that it was unlikely, if not impossible, for CUPE to win full acceptance for its entire reform program by next May and that the fight must continue without any pullout from the CLC at later conventions. "If the trade union movement is fragmented, we in the public sector will be the first to suffer," he said.

Vancouver delegate Dave Werlin warned that disaffiliation would be disastrous for CUPE locals in B.C., which, he said, have received valuable assistance from other CLC unions in several long and difficult strikes. Another west coast delegate, W. N. Ferguson, was fearful that a split would lead to massive raiding on CUPE members. "A lot of international unions are waiting for us to leave," he warned. "They'll descend on us like a pack of hungry wolves."

Though **CUPE is being backed in its efforts by several other large unions**—including the Public Service Alliance of Canada and the Canadian Brotherhood of Railway, Transport and General Workers—its **supporters want it to remain in the central labour body.**







Delegates at CUPE convention

PSAC President Claude Edwards, for example, assured CUPE delegates that his union would do all in its power to develop a united front to reform the CLC, but urged them to remain in the Congress "because we do not need further divisions in the House of Labour ... Let us work instead to improve the Congress and make it really provide the full range of necessary services."

Similarly, **Louis Laberge**, President of the Quebec Federation of Labour, promised **QFL backing in the fight for reform**, but told CUPE members: "We have never won a fight by running away from it," he said. "You may not win it, but if you try, we shall be behind you." Laberge was sharply critical of the CLC leadership, which he accused of being "blind" to what was happening in Canada. "We will turn the CLC into an organization that is no longer ruled by Washington and Pittsburgh," he said, referring to the influence of international unions in the Congress.



Should CUPE decide to leave the CLC in May, however, the PSAC and CBRT could not follow suit before consulting their national conventions in 1976.

CLC President Donald MacDonald said, in reply to CUPE's ultimatum: "We are certain, once a central body of organized labour like the Congress establishes a precedent giving officials absolute veto in any matter that might affect the intent of the whole organization, the central body will cease to be the free democratic parliament of labour it was intended to be." Similarly, CLC Vice-President Jean Beaudry said the **Congress could not submit to CUPE's "blackmail."** If it bowed to CUPE it could face similar threats or pressures from other affiliated unions.

The pressure for change arose from a recent **CLC decision to grant direct affiliation to three associations representing provincial government employees** in Alberta, Newfoundland and Prince Edward Island. CUPE maintained that the Congress **went against a long-standing promise to recognize CUPE jurisdiction over all provincial government employees except those in B.C.**, who were in the CLC before CUPE was formed. But, the union, which represents about 185,000 provincial, municipal, hospital, schoolboard, university, CBC and other public employees in all 10 provinces, offered to abandon its jurisdictional claims over the provincial associations provided they were required to form a strong national organization before being allowed to affiliate with the Congress. It argued that the three groups had not lived up to any recognized standards of trade union performance and that immediate CLC affiliation would merely give them "the cloak of respectability without any real trade union tendencies."

Although CUPE has established its capacity to act for provincial government employees, and although other public service unions in the Congress supported CUPE's protest, the CLC executive council mustered the necessary two-thirds majority in September to waive the provision forbidding direct affil-

ation if an existing Congress affiliate can act for the applicant. While it conceded that the associations may be weak now, the Congress gave them two years to form a national federation of provincial government employees to be called the National Union of Provincial Employees.

CUPE's President, Stan Little, felt that the union's organizers should have been given more time to sell their union and trade unionism to the "weak" provincial associations "who went running to the Congress, not through sudden conversion to trade union principles, but to obtain protection against the possibility that their members might be contaminated by progressive public employee unionism in the form of CUPE."



Delegates with recording of new CUPE song, introduced at the convention



CUPE claimed, moreover, that the CLC had "without so much as one attempt on its part to have a joint meeting of any sort set up . . . continually, progressively and deliberately encouraged these employees to become affiliates of the Congress" by promising them the same services available through CUPE for the tiny per capita tax of 15¢ a month. (CUPE's monthly dues were raised at the convention from \$2.50 to \$3.55 a month per member, effective Jan. 1, 1974, including the CLC's 15¢.) The union argued that the CLC could not provide services on a par with its own and that the cheap rate was a false saving.

The Congress denied that it could not offer the same services as CUPE and said the union was demanding more for itself than has been accorded other affiliates in similar circumstances. But several delegates at CUPE's latest convention suggested that the Congress acted the way it did because it feared the rise in CUPE's growth and power. It is Canada's largest and fastest growing union, signing up 1,000 new members a month.

**CUPE's quarrel with the Congress goes beyond the jurisdictional dispute**, however. In his speech to the delegates, Stan Little attacked the Congress' "smug orthodoxy" and charged that the current CLC leadership is "blind to the social and political changes that have been occurring under their noses over the past 20 years. The Congress decision to admit weak associations of provincial government employees is not only an admission of the CLC's acute myopia; it compounds the problem." **CUPE and its allies say reform is necessary** to bring the Congress into contact with modern social and industrial problems. **They want the CLC to take a more progressive stand** on a number of issues and complain that the central labour body has been taking too many of its policies from U.S.-based international unions.

The CLC's critics are quick to point out, however, that the schism should not be interpreted as an attack on the international unions, which account for the majority of the Congress' affiliated membership. They say that the reforms they are proposing may be subscribed to by many international unions.

**"One of the underlying factors in our problems with the CLC,"** said Little, "is the **relationship of public service unionism to the more traditional 'blue-collar' unionism of the private sector**, which he charged was suspicious of and even hostile toward public employees. He believes that the latter are "the wave of the future" and that "white-collar or non-manual



**B.C. Premier Dave Barrett and delegates**

employment will be increasingly important." The Congress should therefore start paying more attention to these groups than to the "stodgy and inflexible" industrial unions that have dominated the labour scene over the years.

Little, who has been in the forefront of labour opposition to the CLC for more than two years, also released **a working paper outlining the reform proposals that CUPE wants adopted at the CLC convention in May**. The document, which is sufficiently vague and flexible to allow for some compromise, was drafted jointly by CUPE executives and by the leaders of two other national unions: the Public Service Alliance of Canada, representing 140,000 federal government employees, and the Canadian Brotherhood of Railway, Transport and General Workers, with 35,000 members. It calls for: **(1)** minimum performance standards for unions as a prerequisite for affiliation to the CLC, with the Congress enforcing those standards; **(2)** mergers to reduce the number of small or weak unions and to clarify jurisdictional lines—not only in the case of provincial employees, but throughout the labour movement; **(3)** a greater degree of autonomy for Canadian branches of U.S.-based unions in matters affecting policy, financing,



services and election of officers; (4) improved Congress services for affiliates, including better organizing techniques, research facilities, public relations, and regional services; (5) closer co-operation between the CLC and other national and international organizations to combat multinational corporations.

Ed Finn, legislative director for the CBRT, points out that most of the reform proposals have already been approved—albeit in watered-down versions—by previous CLC conventions. This time, however, the delegates will be asked to endorse more positive, more detailed and more incisive resolutions that must be timetabled and enforced rather than left to the council to pursue at its leisure.

**Above all, the reform group wants “progressive” officers committed to implementing their objectives elected at the May convention.** They believe it would be futile to push for reforms and expect them to be implemented by the existing CLC executive council. “If the majority of the council were disposed to make the changes advocated by the big three national unions, they would have done so long ago,” says Finn. “To have the faintest hope of translating their reform policies into action, the national unions—and

the American unions they hope will support them—must therefore run a reform slate at the Vancouver convention.”

The reformers will have to muster a majority of votes, Finn adds. But “they could not manage that feat if the struggle were polarized between national and international union delegates.” Because delegates to the convention are allotted on a representation by population basis, and because the big three nationals comprise less than 30 per cent of total Congress membership, **the only way that they can gain control of the Congress is by expanding the alliance to include other unions.** CUPE’s Little is confident of support not just from other national unions, but also from some of the big internationals. He expects that the goals outlined in the reform paper will be endorsed by unions representing some 500,000 mem-



Don Secord, CBRT&GW; Stan Little; Claude Edwards outline their proposals for reform.

bers in Canada, including the postal workers, the United Auto Workers, the Oil, Chemical and Atomic Workers and the Food and Allied Workers.

If all the CUPE, CBRT and PSAC delegates and their allies show up, they could, conceivably, command close to a majority, but few unions can afford to send all their delegates to a convention as far away as Vancouver, and CUPE, the largest in the group, is not a wealthy union. Even if CUPE does commit a large proportion of its revenues to sending delegates to the convention, there is nothing to indicate that its partners will definitely follow suit. Moreover, the not-as-like-minded unions—which represent nearly three quarters of the Congress membership—could easily counter with an attendance drive of their own.

**Few of the major union leaders would quarrel with most of the reform proposals**—particularly those regarding Canadian autonomy and adequate services for members—but **some of the goals**, while for the most part desirable, **appear impractical**. There is, for example, the problem of consolidation. William Mahoney, Canadian director of Canada's largest union, the United Steelworkers of America, points out that no one has come up with an answer on how to merge unions against their will. "It's not easy to tell people they cannot have the union in which they are now members," he says. Moreover, a small union is not necessarily a bad thing. One that operates in a narrow region and serves a specialized membership can often do just as good a job for its members as a large union. Secondly, there is the question of what to do with the union, small or large, that does not conform on home rule, services, or any other prescribed standard of conduct. The Congress currently has no power to interfere in the internal affairs of its affiliates—because the latter, who decide the Congress' constitution, prefer it that way—but even if it did, expelling unions that do not conform is not the best way to bring unity to the Canadian trade union movement.

Since the power rests with the major affiliates, who must determine any structural changes, **any attempt at transforming the Congress will depend ultimately on reforming its constituent unions**—particularly the large internationals—or replacing their leaders, who make up the CLC executive council, with more reform-minded unionists.

Whether CUPE and its allies will succeed in their efforts to overhaul the Congress is anyone's guess, but one thing is certain, the next CLC convention promises to be one of the most exciting events for labour in 1974.

## Other Highlights

Other highlights of CUPE's national convention in Montreal included a **commitment to deal directly with politicians in collective bargaining, a call for the nationalization of private nursing homes for the aged and the infirm, and a policy statement approving trials with the compressed workweek.**

The 1,000 delegates meeting at the Queen Elizabeth hotel endorsed a resolution stating that CUPE must deal directly with representatives of the public—the politicians, who control spending by towns, school boards, hospitals, nursing homes and universities. "We have often spoken of the ghosts at the bargaining table and it is now time that we eliminated the farce of dealing with these unseen presences," said the statement on bargaining policy. It pointed out that **regional and province-wide bargaining instead of local negotiations would help to eliminate area disparities in wages and working conditions and would have a greater effect on provincial budgets and politicians**. Although a few delegates voiced fear that regional bargaining might interfere with local union autonomy, the policy was approved by an overwhelming majority.

While the nursing home policy called for CUPE to press provincial governments to place homes under public control—preferably through the creation of a politically independent commission in each province—it suggested that a small number of strictly licensed private homes for the aged might exist to provide additional services above the "high" uniform standards set for public homes.

**Current conditions in private nursing homes are "absolutely scandalous"** said the CUPE policy statement. "Poor quality food is used; diets are not properly balanced and suited to the particular needs of the residents; standards of hygiene are very low; there is a lack of professional staff who can understand and plan for the special emotional and social needs of older people." The aged are being "exploited for profit," the statement added.

Lucy Nicholson, a hospital worker from St. Catharines, and chairman of the Ontario division's hospital co-ordinating council, said the council had received reports of vermin in mattresses and maggots in food. "It's disgusting to think of our parents or grandparents living in these places," she said. But she told delegates that they should not just be thinking of those already in the homes. "This may be your future too," she warned.

CUPE wound up its five-day convention by voting in favour of an executive board resolution stating: **"Where members are in favour of trying the compressed workweek, CUPE locals should not hesitate to take the initiative in proposing it."** The board noted that the recommendation contradicted the official position of the Canadian Labour Congress, "which views any lengthening of the workday beyond eight as retrogressive," but CUPE believes that "a level-headed, rational approach must be taken, rather than yielding to an emotional reaction."

The board said the union's long-range objective should be to reduce working time and, "if the objective chosen by a given group is to go to a four-day week, it may well be that the compressed workweek is the fastest route." CUPE executives foresee a possible trend toward "more permanent part-time employment to fill in the gaps when a service or operation moves to a four-day week." This would in turn "open up employment opportunities to a wider section of the population, particularly to women, older workers, and the slightly handicapped, who may be able to fill these part-time jobs."

The resolution also favoured experiments with flexible working hours as a means of "giving more job satisfaction and of meeting the different needs of individuals."

Stan Little was re-elected for his sixth—and possibly last—term as President of the union that he has led since it was created in 1963. He is 62 and has spent some 40 years in the labour movement. Also re-elected was Secretary-Treasurer Grace Hartman of Ottawa, a possible candidate to succeed Little and become the first woman president of a major Canadian union at CUPE's next convention. Five general vice-presidents were elected. They are: Harry Green of Vancouver, Shirley Carr of Niagara Falls, Lloyd Jacobson of Regina, Kealey Cummings of Toronto and Bernard Marleau of Montreal.

The delegates also voted to increase their per capita fees to the union to \$4.00 monthly by 1976, from \$2.50. The additional money will be used to provide more staff representatives, meet increasing costs, and replenish the strike fund, which was depleted in 1972.



# BREWER'S RECIPE FOR A GOOD LABOUR RELATIONS BREW

BY TED WEINSTEIN

**The men report for work, almost looking forward to it.** Time clocks do not record who among them was not precisely punctual: punching time clocks was abolished in favour of written attendance records. All jobs are virtually guaranteed. On the job, foremen and supervisors do not hound the men to do the work by some book of rules or according to how the foremen think it should be done. Any problems arising from the job, whether from disputes or interaction between the workers, between the workers and the foremen or between the workers and



Wilmat Tennyson

the company, are handled, not by formal grievance procedure or by arbitration, but by talking to company officials and executives. If the men have a major complaint, it can usually be alleviated by a phone call, not to their union or to the local president, but to the company president personally. There is little distinction between white-collar executive, salaried worker and assembly-line worker at this company and its various plants: the company policy says all company employees are people, all are working for the same company and all have as their common goal the improvement of the company and its products.

This scenario may sound like a dream of what labour utopia may be like, or how some visionary sees the enlightened unionized companies of the future. But the fact is, **one Canadian company operates along the lines just described and is enjoying success** because of its policies to promote union-management harmony. It is almost a North American labour

revolution when a company puts consumer and worker welfare on a priority list above the welfare of the company's shareholders, yet this has been done.

At Carling O'Keefe Breweries (formerly Canadian Breweries Ltd.), the 4,000 union men employed in the company's breweries do their jobs in an atmosphere such as was described. According to company President Wilmat Tennyson, the man almost singly responsible for these and many other innovations, **if working conditions and the working atmosphere can be further improved, it will be done.**

Tennyson, 46, has been Carling O'Keefe President for almost two years. A native of South Africa, he came to North America just after the end of World War II and has lived in Canada since 1958. A former president of Rothmans of Pall Mall, the company that owns 50 per cent of Carling O'Keefe, he was given the brewery presidency in June of 1971 to tackle the task of reversing disastrous Canadian Brewery sales trends: In the 1950s, Canadian Breweries accounted for 50 per cent of Canada's beer sales, yet 15 years later this figure had plummeted to 26 per cent.

In analysing the problem and trying to decide the best way to combat it and reverse it, Tennyson realized his company did not have an image complementary to the product it was selling. Speaking in the company's Toronto head office, he said he asked himself and other company personnel questions such as, who drinks beer, who are the firm's major customers. **It seemed that most Canadian beer drinkers fall into one of four categories: working people, students, pensioners and persons in low-income groups,** he asserted. But Canadian Breweries had a public image of the "gin and tonic management" going back to when E. P. Taylor and his Argus Corp. owned the company before Rothmans bought it. The former management had sponsored Toronto's O'Keefe Centre for the Performing Arts, the Toronto Symphony Orchestra and other ventures that did not hold much relevance for students, workers or pensioners. Canadian Breweries had lost touch with its main customers, according to Tennyson.

When Rothmans acquired control of Canadian Breweries, it did little to improve or change the company's image. To try to increase its sales, Rothmans opted for clever media advertising, such as the memorable "Red Cap Forever" drive that highlighted throngs of people crossing meadows and hills, saluting a flag with a picture of a red cap, and lustily singing "Cans or draught or bottles. Its our favourite brew . . ." This did little to reverse Canadian Breweries sales trends, said **Tennyson**, and when he became company President, he **decided to dump the slick ad campaigns and zero in on the customers themselves.**

"Working men buy our beer and working men make our beer," Tennyson acknowledged. "Our own employees must buy our products before we can expect others to buy them. And **the only way we could ask our workers to support our products and drink**



**our beer was to give them favourable working conditions.** Then, our employee can go into a tavern or bar, order our beer, and say to the person next to him: 'I work for Carling O'Keefe and they treat me like a person, I have a good job and we make a good product. So please buy our beer.' Pride in a product will create pride in a man's job and visa versa," Tennyson said.

But the problem remained: What was wrong with the work the men were doing? What complaints did they have? How could their jobs or working conditions be improved? **How can union trust of management be built and maintained?**

Tennyson spoke to union members and leaders in the 19 union locals in the breweries and solicited their opinions about how those questions could be answered. He considered what they

told him, added his own thoughts and ideas, and formulated a list of priorities. The first priority was to the beer customer, without whose support the company could not survive. Second on the list were the employees and their rights to security, dignity, protection and respect. And the third priority was to the shareholder, who is entitled to receive a fair return on the money he provides for the company to use.

It did not take Tennyson long to enact a series of policy changes to give substance to these priorities:

**1. A program of voluntary layoffs was instituted.** Men who ordinarily would have been laid off in January and February now have the option of remaining on company salary and doing other jobs in the plant or doing community service volunteer work. According to Tennyson, men should be employed even in slack times because "if a man's labour is good enough for nine months of the year, it should be a matter of human conscience with that employer to see that this man will also have bread to eat for the remaining three months."

**2. All time clocks were removed** from company premises, including breweries located in seven provinces. "I work too hard to punch a clock and I won't ask anyone else to do it either," said Tennyson.

**3. Company rules and regulations** written in directive form **were removed from bulletin boards.** "Instead of saying that employees will do things wrong, we are trying to say that we have confidence they will do them right. Most of the workers here have a pride in their jobs and we have no right to rob them of that pride. They will work to keep their jobs and that's what we should expect," is Tennyson's policy.

**4. The formal grievance procedure as outlined in the unions' contracts was unofficially dropped.** Tennyson has rules that no grievance can go to arbitration without executive approval, because if a man has a grievance against the company, a third party—with most likely little knowledge of the man, his job or the company—should not settle it. The employer and employee are both people and they should be able to sit down and settle the problem, Tennyson said. If a man has a grievance, it is the foreman who is put on the spot because if he had been doing his job, the problem would have been rectified before reaching the grievance stage.

**5. Flexibility is the key to contract negotiations.** The majority of the 4,000 union members belong to the International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (although at this writing, this is subject to change because of a dispute arising from the Canadian locals' refusal to participate in an international merger with the International Brotherhood of Teamsters). Tennyson said he plans to be open with the men regarding the company's profit picture. If profits improve before a contract has expired, he declared that there is no reason why the company has to wait until the expiry date to re-

flect this. As an act of faith, when Molson and Labatt, Tennyson's two biggest competitors, settled contracts last year in British Columbia that gave their workers 16 cents an hour more than the Carling O'Keefe workers, Tennyson promptly renegotiated the contract of his men to give them a salary equal to the competitors' employees.

**6. All workers are given a plastic card that has a phone number at which Tennyson can be reached** day or night, at the office, at home or at the cottage. The **employees are instructed to call Tennyson collect to discuss major grievances, problems, or ideas** they might have to improve the product, the advertising or the job. Tennyson said he receives five or six calls a week from company employees.

**7. Tennyson holds two days of meetings every six months.** The first day he meets with his executives and the local union presidents. The second day, the local presidents meet in camera, at company expense, on company time. Once a month, Tennyson also meets with union representatives to maintain a close union-management relationship.

**8. The company supplies the presidents** of the larger brewery locals, such as those in Toronto and Montreal, **with offices in the brewery,** complete with telephones and office equipment. The men are free to carry out their union activities and on a full-time basis; Carling O'Keefe pays their regular salaries for three weeks out of every month and the union pays the fourth week's salary.



9. Tennyson has adopted a spartan attitude toward his company and **has cut costs** wherever possible. Included in this is a program cutting executive costs which has trimmed 10 to 40 per cent off the income of employees earning more than \$25,000. The economy drive includes the freezing of all salaries of \$25,000 and over, all employees (even the president and chairman) fly tourist class, do not use hotel suites on trips and do not have club dues or initiation fees paid by the company. There are no more semi-annual executive bonuses and there is a freeze on all purchases of company vehicles.

The list of Tennyson's innovations and ideas seems endless. Other ways he has tried to create a family feeling at Carling O'Keefe and to build worker confidence in the company and its products include:



meetings between the brewery workers and the sales department; the creation of 23 special union representatives who do community and union liason work; the use by any union members, their wives and families of any Carling O'Keefe brewery hospitality facility; the killing by Tennyson of a proposal to merge the delivery systems of all major Canadian brewers because it would have cost the jobs of 25 company drivers at a saving of \$150,000 to Carling O'Keefe; the holding of the last shareholders' meeting, not in a swank Toronto hotel as had been the custom, but in the Toronto brewery, surrounded by beer cases; the institution of 12 scholarships worth \$500 each, to be administered by the Canadian Labour Congress and to be awarded to children of union members.

Tennyson probably set a **labour-management precedent by being one of the first company presidents in Canada ever to walk in a Labour Day parade**. He did this last September in Toronto as he joined his workers in the ranks of marchers. Employees in the parade from his locals were outfitted, at Carling O'Keefe expense, with tailor-made blazers and slacks, as well as matching shirts and ties. It was also his idea to **serve hot coffee and doughnuts to strikers on picket lines; "We're not taking sides, but the striking workers are our customers,"** he maintains. Near the top of his list of future plans for Carling O'Keefe include the voluntarily buying of company shares by more employees and employee and union representation on the board of directors.

But Tennyson did not stop when he had won the union and locals over to his side. He still had to combat dropping sales figures. Uniform advertising of beer is not possible because each provincial liquor board has its own regulations, he declared. So, instead of spending money on media advertising expounding the merits of the various Carling O'Keefe brews, he decided to spend only 50 per cent of his advertising budget on media ads and use the rest of the money to create brand promotional concepts and at the same time do community service work. Tennyson instituted the O'Keefe community caravans, specially equipped 27-foot-long trucks containing public address systems, a lounge and first-aid facilities. Available free of charge, they can be booked by groups or communities for outdoor sporting or recreational events. Last July was born the Carling Sports Foundation, which makes money available to encourage participation in and raise the level of Canadian amateur sports. Administered by an independent board of trustees, the Foundation scrutinizes applications for grants, and awarded more than \$536,000 in the five months it operated in 1973.

A third Carling O'Keefe community-oriented scheme is the Carling Community Arts Foundation. Dedicated to fostering Canada's multiculturalism and also administered by an independent board of trustees, it provides funds for cultural activities and folk arts. Recently, Carling O'Keefe and the International Association of Firefighters jointly produced a 30-minute colour documentary film

titled **Today's Firefighter**. Portraying the role of firemen in modern society, the film emphasizes the range of their activities, from training to the dangers and risks of fighting fires and saving lives. The film has been made available to schools, businesses, public service groups and the general public. All of these changes seem to be successful and seem to be getting results. Tennyson said worker morale has improved and the men are taking an interest in their jobs and the products. The sales decline of Carling products has been halted in all provinces, he declared, and in most provinces Carling O'Keefe products are showing a slight sales increase. Tennyson was given a three-year mandate as company President to reverse the company's sales of the last 15 years, and about June of 1975 his work and accomplishments will be evaluated by himself and by Rothmans.

Tennyson agrees that his policies are double-edged. His job is to sell beer, he acknowledged. But if his products can be successfully marketed, and his 4,000 union employees as well as the communities in which they live can benefit, then he says everyone is a winner.

**Reaction to the "enlightened unionism" at Carling O'Keefe has been cautious but enthusiastic.** The majority of stockholders are supporting him, he maintained, and many have written him to say that his priorities should be: first build the company, worry about dividends second. He said the

Carling O'Keefe directors have been positive in their response. But the group that is happiest with the turn of events is the workers.

Kozys Kaknevicus, President of Local 325 of the International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers, which represents 500 workers in Carling's Toronto brewery, and Sam Magill, Local vice-president and corresponding secretary, were interviewed in Kaknevicus' office in the Toronto brewery. They agreed with Tennyson's changes and had nothing but praise for him.

**"The company has full employment and everyone is treated as a human being.** A man's self-respect is more important than his job and Tennyson recognizes this," said Kaknevicus. "A foreman cannot

discipline a man because he is not doing a job the way the foreman would do it. The important thing is that the job is being done successfully and without inconveniencing the worker."

Magill said the union was cautious and suspicious at first that Tennyson's changes were not real. "But when he became President of Carling O'Keefe, he met with us and said that he needed our help because he was only a person and cannot do it all by himself. Thanks to Tennyson, the workers are secure in their jobs because they know they will not be laid off or because of the new grievance procedure. In the old days, the company hanged a man, then held a trial. Now, it's reversed."

Magill also said the company is starting to promote people from within, something that was not done before.

Both men agreed that the **money spent to improve working conditions has resulted in greatly increased product quality and production.** All employees have as their common goal the improvement of Carling O'Keefe and its products. Keeping the company solvent guarantees their jobs, and, as Magill put it, if the company flourishes, "we'll all get a bigger slice of the pie."

# CESAR CHAVEZ AND THE GRAPE BOYCOTT IN CANADA

BY JOHN BANK

"Twenty-five years ago, in its Universal Declaration of Human Rights, the United Nations stated: 'Everyone has the right to form and to join trade unions for the protection of his interests.' Today U.S. agribusiness still refuses to recognize this right for over 2½ million farm workers." **Cesar Chavez.**

Canada has a special affection for Cesar Chavez, the 46-year old leader of the farm workers of California and the American southwest. Wherever he goes seeking support for boycotts against the powerful agribusiness that is trying to destroy his small national union, this soft-spoken man with open shirt, nylon windbreaker and suede shoes finds immediate response from Canadians:

- A group of Members of Parliament met with Cesar Chavez in Ottawa on December 3 and voted for a campaign to keep California grapes and lettuce out of parliamentary restaurants.
- The Mayor and City Council of Toronto proclaimed November 3 "Grape Boycott Day" in honour of Chavez' visit to the city. Metro religious and labour leaders joined about 2,000 boycott supporters in a march through downtown streets to attend an ecumenical service and boycott rally in St. Michael's Cathedral.



John Bank

- 5,000 Québec workers and students rose in their seats at the Forum in Montreal to cheer Chavez at a workers' solidarity demonstration on December 1. Earlier, Chavez spoke to the 10th anniversary convention of the Canadian Union of Public Employees; he told the delegates that "farm workers would crawl on their hands and knees to have a union like CUPE."

During his first struggle with the California grape growers (1965-1970), Cesar Chavez enjoyed dramatic support from Canada. A major delegation of Canadian trade union, church, student and political representatives visited the grapefields of California (June 4-8, 1969). The visitors carried the

Maple Leaf on the strike lines at the edge of the vineyards during their solidarity tour to dramatize their support for the farm workers' strike. They expressed deep concern that Canada imported 20 per cent of the annual grape harvest of 23 million boxes, and they pledged to cut back grape sales.

A few months later, October 17-25, Cesar Chavez visited Canada. Dennis McDermott, Director of the UAW's Canadian Region, who had participated in the tour of California grape fields, summed up Chavez' visit: "Never before on this continent has a boycott caught the imagination and support of so many people."

The Canadians, who shared in the victory of Chavez' fledgling union in the spring and summer of 1970, when the boycott forced the grape growers to sign contracts, are now angered at the turn of events that has put the farm workers back to Square One.

As soon as the grape contracts were signed, Cesar Chavez and his United Farm Workers prepared to move into the rich lettuce fields of California's Salinas Valley and Santa Maria Valley, where they had informally been organizing





**November rally in Toronto drew widespread support for UFW**

workers. Chavez had already sent telegrams to all the lettuce growers individually requesting union recognition.

The response of the lettuce industry in the summer of 1970 established a pattern that was followed this past spring and summer by the grape growers when the time came for renewing their table grape contracts. The lettuce growers met privately and decided to send a delegation to "feel out" the Western Conference of Teamsters (IBT) to see whether the truck drivers' union would sign contracts covering their field workers and thereby build a shelter against Chavez' organizing drive. The Teamsters agreed to the backdoor contracts.

Soon 170 whirlwind contracts were signed. In no instance were the workers consulted; nor were they given their right to ratify the contracts. They found out about their unilateral and instant membership in the Teamsters Union by reading the newspapers.

They called the five-years lettuce contracts "sweetheart contracts" to signify the special warm relationship established between the lettuce growers and the Teamsters. Their anger was summed up at a rally where Cesar Chavez said: "The day is over when two anglos (white men) can sign a contract for us on the back of a valentine."

Between five and seven thousand lettuce workers under Chavez' leadership struck the Salinas and Santa Maria fields on August 24, 1970. But three weeks later their strike was enjoined by a local court that maintained the growers were unfairly caught in the middle of a jurisdictional battle between two rival unions.

It took 2½ years of legal battles and a decision of the California Supreme Court to overturn the local court injunction outlawing their strike. The high court found that the lettuce growers knew the Teamsters did not represent a majority or even a substantial number of field workers when they signed contracts with the Teamsters to head off Chavez. The Court said the growers knew that Chavez' United Farm Workers did represent their workers. It called the lettuce grower-Teamster contracts "collusive."

In the same month as the California Supreme Court found the Teamsters in collusion with the lettuce growers (December 1972), Frank Fitzsimmons, President of the IBT, spoke at the national convention of the American Farm Bureau Federation, a two million-member grower group, in Los Angeles. He said that the Teamsters

"welcome an alliance with farmers—whether they be of the family farm variety or the agribusiness variety—when that alliance works for mutual benefit of the farm worker and his employer."

On April 15, 1973, the United Farm Workers' contracts with the grape growers in California's Coachella Valley expired, and the UFWA was attempting to negotiate renewal agreements. These contracts had been in effect for three years and covered all UFWA members employed by the Coachella Valley grape growers.

Within hours of the expiration of the UFWA contracts on April 15, 1973, the grape growers announced they had just negotiated and signed contracts with the Teamsters. George Meany, President of the AFL-CIO, said: "With that announcement, it became clear that Teamsters representa-

tives intended to try to destroy the UFWA. No amount of explaining after that date could wipe out the fact that the workers covered under these contracts were UFWA members, that they had been represented by UFWA for three years up to April 15, 1973, that the UFWA still had the sympathy and support of the workers, and that the actions of the Teamsters constituted an unconscionable raid."

Chavez called a strike of all the grape growers in the Coachella Valley except two growers, Lionell Steinberg and K. K. Larson, who had renewed their contracts with UFWA. Long broken lines of red and black strike flags stretched across the narrow desert valley in the 110-120 degree heat. Chavez renewed the grape boycott in major market cities of North America.

But the grape growers of the San Joaquin Valley—the next and major area of grape harvest—also signed agreements with the Teamsters as their contracts with Chavez expired. The strike spread, shattering the three-year peace with the powerful Spanish cry: "Huelga!" (Strike).

Farm worker demands for free, secret ballot elections were scorned by both Teamsters and the growers. "We have the contracts, we don't need elections," IBT President Frank Fitzsimmons told the press repeatedly.

Since farm workers have been excluded from basic U.S. labour legislation since 1935, they have no recourse to the National Labor Relations Board, no way to force elections. The farm workers, then, depend on the strike and the boycott.

Chavez explained: "We had thousands of workers on strike in the grape fields. There were more than 4,000 arrests for violating laws that the courts and the growers created



Marchers at Toronto rally



to cripple our strikes. We were forbidden the use of power megaphones. Injunctions required us to stand 100 feet apart. Our freedom of speech, our freedom of assembly were violated. We were beaten by hired guards and deputy sheriffs. So, we went to jail rather than stop picketing. But finally, when two of our members were killed and dozens wounded, we could get no guarantees from the federal Government; so, I called off the strike and sent 500 workers on the boycott."

Chavez has an unshakable confidence in his union's ability to endure. "We'll survive and be a better union because of this struggle," he says. "We had about 65,000 workers under contract at the peak of harvest. Now we have about 8,000 workers under contract. But we celebrate our defeats as well as our victories." He adds: "In over 20 years organizing I've had mostly failures and just a few successes."

Cesar Chavez was born in Yuma, Arizona, on March 30, 1927. He was the son of a small farmer, who lost his land in the great Depression. When he was 10, his family moved to Delano, California, where Cesar began doing agricultural labour. His family shared the farm workers' vicious cycle of poverty, exploitation, and migration. Cesar himself attended more than thirty schools before being forced to drop out of the eighth grade in order to help support his family.

Like other Mexican-Americans, Cesar experienced the lash of discrimination. He was once arrested while sitting with his wife in a Delano movie theatre for refusing to comply with the theatre's policy of segregated seating. During World War II he served with the United States Navy. In 1952, he met Fred Ross, an organizer for Saul Alinsky's Community Service Organization. He took a job as organizer for CSO and in 1959 became its director. When CSO was unable to help him create a farm workers' union, Cesar resigned, returned to Delano, withdrew his life savings of \$1,200 and started the National Farm Workers Association. He and his wife travelled throughout 87 communities and labour camps organizing a core of vineyard workers and their families. By 1965, the year of the first strike, the NFWA had enrolled 1,700 families. It had become a movement.

In 1968, to keep his movement on a non-violent course, Cesar went on a 25 day fast. At that time, he told nearly 8,000 workers who had gathered to break bread with their leader: "When we are really honest with ourselves we must admit that our lives are all that really belong to us. So, it is how we use our lives that determines what kind of men we are. It is my deepest belief that only by giving our lives do we find life. I am convinced that the truest act of courage, the strongest act of manliness is to sacrifice ourselves for others in a totally non-violent struggle for justice. To be a man is to suffer for others. God help us to be men."

Today Cesar Chavez and his family live in a small frame house in an abandoned T.B. hospital complex near Bakersfield, California, that the UFWA has made into its national headquarters. His life reflects the poverty of the farm

workers he represents. IN 1972, Chavez received a total of \$5,144 from the UFWA. This included his \$5-a-week salary (standard for all UFWA elected officers and appointed staffers), and such expenses as \$960 for house rent, \$1,440 for food for himself and his family, and \$1,904 for medical bills incurred in Arizona where he fasted for nearly a month. (He was fasting to protest passage of an Arizona state farm labour law designed to prohibit the boycott, the UFWA's best weapon, and to set up elections the UFWA said would exclude most migrant workers).

Before Chavez began organizing farm workers, the going wage in table grapes was between 90¢ and \$1.10 per hour. New grape contracts signed by UFWA in 1973 brought \$2.40 an hour, plus 25¢ a box bonus. Although, it is true, the Teamster contracts provided for wage increases only slightly less than UFWA's and other benefits for the workers, the agreements provided also for a return to the labour contractor system that deprived the farm workers of any semblance of dignity or any opportunity to establish and maintain decent working conditions, the direct employment relationship created by the UFWA's hiring hall.

Chavez explains, "the labour contractor is the middleman who provides the growers with a super force of only the youngest, strongest, and fastest male workers who will meet the grower's unrealistic production demands." The system operates at the expense of the older workers and women, Chavez



maintains, while the union hiring hall establishes job seniority and an enforced policy of non-discrimination.

He told McGill social work students and their counterparts from the University of Montreal that his life as an effective organizer was shaped by two decisions. The first, he explained, was a decision to be "a servant" rather than to be "of service" to people. "This meant all my time belonged to them, and so there were no more conflicts inside me about what was my time and what was their time." The second decision was to give up a regular pay cheque. "It will soon be thirteen years since I had a regular pay cheque and I haven't starved. I'm doing what I want and no one has any hold on me."

Whatever his ideals for society, Cesar Chavez is a realist who knows that getting growers to sign with his militant, democratic UFWA will be a long, difficult struggle. "To get an ordinary contract will take at least a year," Chavez says, "to get the kind of contract we want will take two years." Time doesn't seem to trouble him for he feels that time is on the side of the poor and powerless. "Where the rich have money, the poor have time. And we don't care how long it takes. We're prepared to struggle till we win."

Recently it appeared that Chavez was half-way to victory in the current struggle. The 2.2 million-member Teamster union agreed in principle to abandon the contracts taken from the UFWA and to halt farm labour organizing. But the agreement, painstakingly hammered out during three days of negotiations in September by the three parties involved—the UFWA, the Teamsters and the AFL-CIO, of which UFWA is an affiliate—was scuttled a few weeks later by Teamster President Frank Fitzsimmons.

AFL-CIO President George Meany, who had a direct hand in the negotiations and who had backed Chavez' struggle against the Teamsters with nearly \$2 million so far, said on November 30: "It now appears that all of our efforts to find a solution to this situation, and to convince the Teamsters that the cause of trade unionism, and the interests of farm workers, would be advanced by the discontinuance of their raids against the UFWA have failed."

A special committee to assist the UFWA had been appointed by the AFL-CIO Executive Council at its October meeting and will soon respond to the Teamsters' renegeing on the agreement. The prediction is that it will place the 13.5 million-member federation squarely behind the UFWA.

A few weeks ago Chavez told Canadian supporters, "The growers have the Teamsters, but we have the Bishops." He was referring to the official endorsement of the U.S. Catholic Conference. Meeting in November in Washington, more than 200 Catholic bishops voted unanimously to endorse the grape and lettuce boycott, calling on 50 million Catholics to support the boycott. (Their public endorsement drew immediate fire from Frank Fitzsimmons, himself a Catholic, and the President of the



California Teamsters load grapes



### The united front of California farm workers

American Farm Bureau Federation.) Chavez was also referring to boycott support from leading Canadian bishops—Catholic and Anglican—and other church leaders who are giving the boycott massive moral and substantial financial support.

As in the first struggle in the 1960s, Chavez is again placing his faith in the boycott. England has already blockaded California grapes through action of the British Transport and General Workers Union. British Columbia's Health Minister, Dennis Cocke, has ordered government institutions under his jurisdiction to boycott the

grapes and lettuce. "We don't want to use products that continue unfair practices," he said. More than 1,000 farm worker strikers and volunteers are putting together effective boycott committees in 68 major market cities in Canada and the U.S. Toronto and Montreal are key cities in the international boycott. As Chavez explains, "Toronto is the third largest market for grapes, and Montreal the fifth in all of North America. Both cities are among the top ten lettuce markets." For Chavez the matter is simple: "When we get the growers through the boycott we get the Teamsters too, since the growers invited them in."

On the first Sunday of Advent Cesar Chavez, strike leader, was asked to deliver a homily to the congregation at Loyola College Montreal. It was not the first time the farm worker union director had spoken from a pulpit of the social justice struggle of his members. "Advent is a time of waiting, a time of hope and expectation. This advent for farm workers across the continent is a special time—a time to celebrate our defeat. It is also a time to celebrate

our unshakable hope that justice will dawn for us if we continue to struggle through the non-violent boycott."

In the white heat of a farm labour strike, Cesar Chavez lifts his head with an impassioned motion, his dark eyes angry, not unlike a stallion. He broods darkly over the ugly reports he received hourly of hired guards attacking picket lines, sheriff deputies beating men, women and children striking vineyards, unconstitutional injunctions aimed at destroying the strike. Somehow he possesses an inner calm and certainty in the middle of the conflict that fosters non-violence and creativity. His own words are believable because they spring from inner sources of energy and hope. "All successful struggles tend to set precedents," Chavez told supporters. "But I think more important than that, perhaps for the first time in the history of the richest nation in the world, it would give those people

who work at producing food some food for themselves ... What a terrible irony it is that the very people who harvest the food we eat do not have enough food for their own children."

### **Safer Working Conditions**

Norman Lewis, a British journalist, said of Chavez: "Cesar invites you, soft of eye and voice, to share his boundless amazement at the wrongs practised against defenseless field workers—and you do."

The wrongs are a matter of public record. Five years ago, The National Advisory Commission on Rural Poverty admitted: "We have failed miserably to protect the health of low-income people in rural areas. The health service they get is not only inadequate in extent but seriously deficient in quality. It is badly organized, underfinanced, rarely related to the needs of the individual or the family."

The life expectancy for farm workers, according to the U.S. Health, Education and Welfare Department, is 49 years—22 years less than for the average U.S. citizen. Average per capital health care expenditure in 1967 for migrants was \$7.50. Average per capita health care expenditure in 1967 for the total population was \$200. The U.S. Senate Subcommittee on Migratory Labor stated in 1969 that migrants are still excluded from many state health programs and that an estimated 800,000 paid farm workers—about 25 per cent of the total farm work force—are under 16 years of age.

Farm work has been classified as the third most dangerous occupation behind mining and construction. The Salud Medical Clinic in California's Tulare County, found that 80 per cent of 774 farm workers interviewed suffered pesticide poisoning symptoms, and a nutritional study in the same County detected pesticide poisoning in almost 50 per cent of the farm workers' children examined. A California Health Department survey in 1969 revealed at least 150 cases of pesticide poisoning per 1,000 workers.

Each year in California an estimated 3,000 children receive medical attention after having ingested pesticides. There are more than 300 cases of serious nonfatal poisonings annually in California, and, according to the U.S. Department of Health, Education and Welfare (1969), an estimated 800 persons a year are fatally poisoned by pesticides throughout the country.

In a recent talk to Montrealers, Chavez boasted: "We banned DDT in our farm worker contracts, before it was banned in England." He insists that the No. 1 health and safety problem of the farm workers is pesticide poisoning. "Growers consistently use the wrong kinds of economic poisons (pesticides) in the wrong amounts in the wrong places in reckless disregard of the health of their workers, in order to maximize profits," he said. "Advancing technological changes in agriculture have left the industry far behind in dealing with the occupational hazards of workers which arise from the use of economic poisons."

All contracts signed by the UFWA contain health and safety provisions establishing a Union Health and Safety Committee to formulate policies governing the use of poisons, materials, tools and equipment insofar as they affect the health and safety of workers. Certain pesticides are totally barred in UFWA contracts. Now, the Teamsters' raids place the entire health program in jeopardy.

(Rev. John Bank, a Roman Catholic priest, has been an organizer with the United Farm Workers (AFL-CIO) for more than five years, and is the Director of the Québec grape and lettuce boycott.)



# COLLECTIVE BARGAINING AND THE MEDIA

## **Who is to blame for incorrect or misleading news stories regarding collective bargaining sessions?**

News reporters who write the stories? Public relations officers who keep reporters informed on the progress of the negotiations? Or the actual negotiators who decide which details can or cannot be revealed? All three groups are responsible to some extent, according to representatives from each group who spoke at a workshop held last year in Toronto at the annual general conference of the Canadian Public Relations Society.

Workshop chairman was R. Brian O'Regan, a member of the Society and, at the time, Director of Public Relations of the Canada Department of Labour. He said in an opening statement that public confidence in the state of labour and management relations needs strengthening. Union-management breakdowns form only a small part of the relations between the two, but they seem to be the only relations perceived by the public. "What the public reads, sees, hears and remembers are situations that are expensive to labour, to management, to government and to the public itself. . .

"The public is informed about strikes, conflicts, high wage increases, lawbreaking, and hardships for the poor and the pensioners from inflation. The public, perhaps, is unaware that more

than 90 per cent of all labour-management negotiations end in agreements without work stoppages; that there is a high degree of continuing, positive relationships during the life of contracts; that man-days lost are less than one-half of 1 per cent of all man-days worked; and that living standards enjoyed by most Canadians can be attributed to good labour-management relations," said O'Regan.



O'Regan, List, Riggin, Cotterill

Wilfred List, *Globe and Mail* labour journalist, said that as a newsman, he saw the role of a public relations officer to be self-serving, whereas his job was to learn the truth. A public relations man has clients or management to serve and he must try presenting his clients' stories in such a way, perhaps by embellishing or distorting or winnowing facts, that would be acceptable to the clients and produce a charitable public image.

"On the whole, I think that the public relations role in collective bargaining is a negative one. It's a role that serves to screen the reporter from the principals at the table. The most effective public relations is that in which the principals themselves, either through the form of a press conference or through an interview, are prepared to lay the truth and the facts on the table," List declared.

Too often, the public relations officer serves as a buffer between the newspaper and the principals in the dispute: union and management. He knows very little about what is taking place and can only purvey to the reporter what he is told by his principal. He is unable to answer any questions about what's taking place, said List.

"What we need, as far as the coverage of labour-management relations is concerned, is improved coverage and changed attitudes to the press by negotiators, both unions and management, and mediators. Too often, the reporter gets the brush-off from both sides in attempting to penetrate beneath the curtain of secrecy imposed in bargaining and so he has considerable difficulty in presenting the facts to the public.

"There is need for greater disclosure of what is taking place today, especially in disputes that effect the public interest. There is need for more information to flow from the bargaining table to the public through the eyes and ears of the labour reporters," maintained List.

The federal Treasury Board has made good use of public relations men, according to *The Globe* reporter. Treasury Board public relations officers are provided with background fact sheets that identify the nature of the dispute, the issues in dispute, the people involved and some of the complexities in the negotiations. But these

public relations personnel are still not a part of the actual negotiations and are not able to answer any questions, he said.

Company or outside public relations officers filter news, according to List. Management mutters about the bad press and some unions complain about some of their press coverage. "But they brought it on themselves because the key negotiators failed to level with the press and therefore haven't been able to put their case across.

"Labour reporters, if they had the opportunity to talk to the negotiators directly, even if it were not for attribution, would be much better informed and be able to interpret the problems and events taking place, rather than be confronted with a wall of silence. I take exception to the curtain imposed by the mediators, who quite often say to the parties: 'You shall utter no statement about the bargaining until a certain stage has been reached or until I have agreed that you can speak to the press'. The members, if not the public, deserve to know what's going on at the bargaining table. I don't suggest that every move taking place at the bargaining table be put on a screen for the world to see, but the members do have a right to know. After all, it is the members who, in the long run, will have to pay the price of either an inadequate settlement or a strike."

**R. Peter Rigg, Vice-President of Corporate Relations** for Noranda Mines, Toronto, told the panel that **management suffers "from a severe case of hyper-timidity and lack of expertise in dealing with the media in labour-management topics.** I think we rationalize this by visualizing labour-management relations as being something very special and quite different from other aspects of carrying on a business."

Union-management relations are different to a certain extent, he said, but he asked if perhaps management is guilty of over-thinking that aspect of the problem. A corporation is not a political organization like a union, and constraints as to what can be said publicly do not apply equally to union and management personnel. This does not justify making a "no comment" statement in answering a question.

"It behooves us in management to be more open with the media ... If we have a view on a certain aspect, trend or development in labour-management relations, why don't we put it forward. Surely we're entitled to do that."

"It goes without saying that **a public relations officer is not equipped to play anything more than a superficial role in this area, unless he is fully acquainted with all the intricacies** of the labour-management relationship. I don't believe that this can be done without some direct exposure and involvement that will provide insights and experiences to supplement his overall communications and media skills," declared Rigg.

But while qualified public relations officers are a necessity, Rigg said, **journalists such as Mr. List, who fully understand the collective bargaining process, "are few and far between."** Mr. List is not representative of Canadian labour journalists, because the media has realized that reporting on sports, fashion or municipal af-

fairs requires "expert career specialists" to do a proper job "and they're prepared to pay the cost and accord the functions the proper status," claimed Rigg. "I feel strongly that similar treatment of industrial relations is long overdue. I must admit that, in some areas, constructive steps are being taken to upgrade industrial relations reporting, but I am sure it's not receiving the priority it deserves."

**The collective bargaining process itself does not provide an image of peaceful, friendly union-management relations,** said Rigg. Canadian labour laws presume that unions and management are perpetual combatants. **"The way we practise collective bargaining exacerbates this adversary concept and distorts it out of all proportion.** Media coverage—which feeds on controversy and conflict—compounds the picture into a false one of constant battle between employers, employees and their unions."

According to **Murray Cotterill, former Canadian director of public relations** for the United Steelworkers of America, challenged List's opinion that news reporters try to present fair, balanced stories. List himself consistently tries to present both sides of the stories in collective bargaining sessions, said Cotterill, "but despite his personal achievement, Wilf still **can't convince me that presenting the truth is the primary purpose of all the news media,** or, to put it differently, that the news media are in the truth business. All too frequently, the desire to score a by-line, the hope of rating a front-page headline, the writing short-



cut of repeating a cliché or the urge to deliberately promote a newsy conflict takes precedence over any attempt to present the truth, the whole truth and nothing but the truth."

The electronic media are just as guilty of distortion as newspapers, he said. **Truth is subjective**, and in the case of collective bargaining, those involved in the bargaining—union and management—see the truth of their economic relationship from two different points of view, said Cotterill. Compromises must be made if both sides are to live with each other, but compromising does not mean each side has accepted the other's definition of truth. Reporters and readers can get easily confused by collective bargaining and by this fact that there can be **two equally valid but opposite sets of truth**. It is therefore misleading to pretend that management's position is truth, that union's position is truth or

that reporter's or editor's point of view is truth. **The best that public relations officers can do is to present the facts and the best that a reporter can achieve is to accurately present both sides' facts and the final compromise.** Constructive, responsible, fair reporting from all parts of the media is needed.

But this is not as easy as it sounds, Cotterill continued. There are inherent blocks in the way of communicating facts. He cited the example of many senior managers who suffer from the **"infallibility syndrome"**: they must always justify their high positions and place of authority by never admitting to being wrong. This means they cannot publicly debate facts with persons working under them, because the usual result in such a debate is a compromise, which will make them look fallible.

"Heaven help the poor public relations practitioner who has to interpret the resulting silence," he said.

**Union spokesmen suffer from the "militancy syndrome."** Many

union-management disagreements arise out of the resistance of union members to management-initiated change, or the unwillingness of management to preserve traditional status relationships in the place of work and in the community. Unions adopt a conservative position, Cotterill told the workshop. But union leaders who want to be re-elected or union members who want to win office cannot maintain or defend the status quo. They must sound militant and this results in the image of the irresponsible union challenging the responsible management.

But these problems are taking second place to the new **governmental "silence syndrome,"** Cotterill asserted.

"Canada's labour legislation rests on a foundation laid many years ago by the late William Lyon Mackenzie King: **the concept of compulsory conciliation by the state.** Quite apart from the compulsion—which is what many people believe government should do to other people—Mr. King also tended toward the academic idea of real truth (one real truth which applies to union and management alike). He seemed to suspect that, since both management and union leaders were practical people, they were, therefore, bound to be reasonable. His theory was that, if you could stop a strike or lockout and require both sides to publicly expose their points of view, public opinion and the aid of dispassionate professionals on a board of conciliation would lead them to the real truth and happy, peaceful co-existence based on that discovery," said Cotterill.





Compulsory conciliation is giving way to voluntary conciliation and mediation, he said. But the old belief in airing viewpoints for public scrutiny is also changing. Government conciliators and mediators not only prefer to work behind closed doors, they also impose news blackouts, because, Cotterill contended, "without such secrecy and news blackouts, both sides will revert to 'propaganda' and thereby prolong disagreement." In this way, government has taken over the viewpoint once held by management: conciliators and mediators seem to be convinced that employees are stirred up by agitators to strike and to stay on strike. But, said Cotterill, they overlook the fact that agitators can induce workers to strike only if the workers are angry enough in the first place to listen to the agitators.

Cotterill said it was his opinion that **news blackouts and secret sessions help agitators instead of discouraging them.** People with the facts are silenced while rumors abound and suspicion runs rampant, he said. "If there was ever a chance of speedily settling a disagreement, that chance vanishes more rapidly once the information blackout begins. Yet government conciliators and mediators now seem to be the greatest advocates of the information blackout. I can't understand why. I not only disagree with them, I think their position is dangerous."

There are only three ways to handle employer-employee relations, according to Cotterill. Either the employer decides everything, the employer and his workers can work out a flexible, mutually agreeable settlement, or the state can regulate everyone. The second is preferable to the other two, he declared.

**"It's unfortunate for collective bargaining that, up until now, both Canadian labour and management have consistently depended upon the state to act as their face-saver. Because they haven't made a serious attempt to set the rules and regulations themselves and create their own machinery for conciliation, the state has been the face-saver. It's unfortunate, because this use of the state as a face-saver automatically involves the public unnecessarily and lends itself to the strongest possible antagonistic postures prior to face-saving.**

**"At some point in the future, Canadian employers collectively and Canadian unions collectively may start taking these responsibilities back from the state, may reduce the role of the state as a face-saver and may, therefore, reduce the need for crisis and confrontation posturing. But, until that happens, reporting the two sides' facts is the only accurate way of reporting the process.** If that picture of two separate sets of facts is not made available because of management's infallibility syndrome, the union's militancy syndrome or the government's silence syndrome, and if afterward, the two sets of facts are not reported responsibly by the media, both management and unions are going to be unfairly criticized by the public. And public relations practitioners on both sides will be blamed unfairly for the result."

**T.S.W.**

# HOW TO PREPARE FOR MEDIATION

BY DAVID KUECHLE

(This is the second instalment of Prof. David Kuechle's report of a study he undertook of the reasonable settlement of labour disputes through the intervention of a third party into negotiations, i.e., mediation. The first instalment, **The Making of a Mediator**, appeared in the January number.)

**The greatest number of labour-management negotiations, by far, are settled by the parties themselves without any outside intervention in the form of mediation or conciliation.** Full-time mediators are employed by the federal governments of the United States and Canada and of all the States and Provinces. (As of June 1971, 253 mediators were employed by the Federal Mediation and Conciliation Service of the United States; 22 were on the full-time employment roles of the Canada Department of Labour; the province of Ontario employed 17.) In addition, there are men and women who serve as **ad hoc** mediators, sometimes at the request of the parties and sometimes on appointment by government officials. These **ad hoc** mediators come from all walks of life; some are retired judges, others are lawyers, priests, university professors, political officeholders.

**Not many mediators are well-known. This is because they usually work behind the scenes without publicity.** If they are successful in helping parties get a settlement, they rarely receive credit; more likely the mediator himself praises the parties for their hard work and dedication when settlement is reached and then goes on to the next job, gaining his major satisfaction from the knowledge that he helped.

When negotiators are asked to name the mediators they believe are most effective, a few individuals stand out; David L. Cole, William Simkin and Theodore Kheel from the United States and William Dickie and William Kelly from Canada are among them. Some mediators are generally acknowledged as ineffective, and negotiators have come to regard these men as detriments to settlement. Fortunately, not many fall into the latter category.



The process of mediation is initiated most often when a representative of labour or management contacts the Director of the Mediation and Conciliation Service having jurisdiction over the negotiations and asks for help. The Director then assigns a mediator to the parties. Most often, assignments are made on a rotating basis in order to give the mediators a roughly-equivalent work load. Sometimes they are assigned because they have expertise in the industry involved or with the issues in dispute. Less often they are assigned on the basis of the parties' request for a particular individual.

Normally, the mediator then contacts the parties and arranges for a meeting at a mutually convenient time and place, not too far in the future. In Canadian jurisdictions, a strike countdown begins only after a first-stage mediator has delivered his report. (First-stage mediation is termed conciliation in most Canadian jurisdictions; here the terms mediation and conciliation are synonymous.) Thus first-stage mediation is not likely to be accompanied by much sense of urgency. In later stages there is considerably more urgency because there is greater likelihood that a strike is either imminent or in progress. Under U.S. law there is no provision for first-stage mediation, so that a sense of urgency is more likely to accompany mediation in the United States.

Some mediators enter their first meeting with no advance preparation. Others research the industry, the parties and issues before going in. There are legitimate arguments for either approach. Some believe that advance preparation tends to colour the mediator's opinion about what the settlement terms ought to be, that he should enter negotiations with a fresh, open mind. Others believe that mediators can be most helpful in the shortest possible time if they have advance knowledge of the particular problems facing the parties.

The first meeting is likely to be short. Here an experienced mediator determines the role he is expected to play. Usually the parties want him to act as a leader in helping them come to an agreement. Sometimes they simply wish to go through the motions of mediation in order to fulfil statutory obligations and start the countdown toward a strike deadline.

If the mediator believes there is a desire for settlement, he will try to determine what issues still need to be resolved and the parties' present position on each of those issues. Having done this, he normally moves to separate meetings with each bargaining team.

Persons who doubt the value of mediation sometimes use these preliminary meetings to test the mediator. One union representative said he always "works out" a new mediator in order to ascertain his trustworthiness and competence. He invites the mediator to have coffee with him and includes a series of statements such as "I hear the latest settlements in the area are running about nine per cent," knowing full well they are somewhat less, about six or seven per cent. Then he waits for the reaction. One example of a favorable reaction, according to this negotiator, would be a statement by the mediator that he pays no attention to settlement amounts in other industries, that he is concerned solely with the parties' coming up with an amount that achieves settlement.

The purpose of the separate meetings, from the mediator's viewpoint, is to get some idea of how far the parties are willing to go—to discover their bargaining limits. If he is successful in this regard, he can use the information to assess the probability of an early agreement and then to try to get the parties somewhat nearer to each other. This is sometimes a ticklish process, rendered impossible if the parties don't have trust in him. The mediator will not generally disclose one party's total acceptable package to the other, because each side hopes to settle for something better. Rather, he determines how far each will yield in a series of back-and-forth probes, requiring extreme patience and a strong sensitivity to the psychology of the situation. How he proceeds varies from case to case and from one meeting to another. It involves far more than acting as a messenger boy, mechanically conveying positions from one room to another.

One mediator gave **an example to illustrate the *savoir faire* and purposefulness with which a mediator should proceed:**

"I had a case where the union had asked for a 15-per-cent increase in a one-year contract. Their spokesman told me he would go to 10, but not now, not until the company indicated some movement. The company was holding at 5, but said to me they would go to 7, if the union would come down a little. Both of the parties convinced me that they would go no further, and a strike seemed certain.

"In some cases if I knew the parties well, I would tell them exactly what the other said. However, in this case I simply indicated to each bargaining team in separate meetings that there was some flexibility in the other's position, but 'I didn't know how much. Then I said to the union: 'I'd like to see you get 10 per cent or even 15, but I don't believe the company will go that high. In my opinion the most you can get is 7 or 8 per cent. I may be mistaken, but if you hold to the 10 per cent figure, I think you'll have a strike.'

"Then I went to the company and said: 'If you hold to the 5 or 7 per cent figure, I can almost assure you that you'll have a strike. Now the decision is yours, and it's not for me to tell you how to spend your money, but in my opinion the settlement will eventually be 10 per cent, and I think 10 per cent might do it now. You might have to go as high as 12. If you want me to explore 7 per cent I'll give it a try, because, as I've said, the union has indicated some flexibility. But I don't think 7 per cent will get a settlement'."

**The mediator in this example displayed sensitivity to pressures on each of the two sides.** When he said to the employer that he didn't think 7 per cent would do it he was reflecting the power play in the situation, saying in effect: "My sense of the pressure of the union on me is that you have set your sights too low." At the same time he was saying to the union: "My sense of the pressure of the employer on me is that 13 or 15 per cent will not go."

Although most negotiators have indicated a belief that a mediator generally holds confidences, they cannot be sure unless they have worked with him before. Consequently, **experienced negotiators often test the mediator by disclosing their bargaining limit**

**on some small item,** keeping the figure higher than they really expect if they are labour negotiators or lower than they expect if they are company representatives. Then they wait to see if their position is revealed to the other side.

One union negotiator described his recent experience with such a test. He told the mediator that he could not proceed unless he gained one point: an additional \$50 a month on full-benefit pensions, knowing that the company was willing to give that amount. But he said "I would like to explore \$75 first to see how the company is thinking on this line." The mediator said "O.K." and went to the company. Soon after that he called the parties together and announced that he had been successful in getting a \$50 pension increase; now he saw no reason why the parties could not proceed to other points. When that happened, the union's chief negotiator met privately with the company's negotiator and told him what had happened. The two then agreed that they should dismiss the mediator and proceed alone, that he could not be trusted.

Even this experience probably had some value in moving the parties toward settlement, because the mediator in his lack of discretion served to bring the parties together, venting their animosity toward him by deciding they should go it alone.

**As the experienced mediator proceeds from separate sessions, he must have an acute sense of timing.** A variety of devices are available to him as the occasion seems appropriate. If he is convinced, however, that the parties want a settlement and if it's clear that they are ready to move, he will continue, finally bringing them together when he thinks the settlement is ready. Before then he may alternately plead, harangue, serve as an interested listener, make suggestions and, possibly, express his own opinions. On the other hand, he may simply sit quietly and take notes the whole time, without saying a word, his mere presence providing impetus for the parties to talk.

Sometimes the mediator comes to know that principal bargainers are shackled by their own bargaining team, and he finds some value in talking to them alone, apart from their negotiating teams. Perhaps the best-known but least-frequent mediation sessions have their climax in a hotel room with the two principal bargainers hammering out final details and the mediator simply looking on. Meanwhile, the bargaining teams are left to their own devices, possibly trying to work out some lesser problems, more likely relaxing.

**The language of mediation is unique. It should be understood and appreciated by experienced bargainers,** because sometimes this understanding is useful to their needs. In the example cited earlier, the mediator was saying to the employer that although the union was officially holding to 15 per cent they would take 13. An experienced negotiator would immediately understand the language. He would also understand that the union would not present the proposal directly across the table because to do so would weaken their position. Suppose, for example, they presented 13 per cent and management promptly countered with 11. Having already conceded 2 per cent, some of their members might have lowered their sights sufficiently so that another 2 per cent would not seem sufficient to warrant a strike.

Another illustration of the language was provided by the mediator in reference to the same example. As the strike deadline became imminent he called the sides together. The union still held to 15 per cent, but the mediator knew they would go to 13. He also knew the company was not ready to go that high. There was no point in separating them, because everyone knew how everyone else felt. So he made a suggestion: "Here's an idea. I suppose both of you will disagree with me, but I'll try it out on you anyhow. Why not try out a longer-term contract? Say 18 months, giving 7 per cent now and 6 per cent 18 months from now, so that the figure will come out to 13 per cent?"

**This was a risky move for a mediator to make, and it could have resulted in disaster if the parties did not respect and trust him.** Furthermore, it could have caused the negotiating sessions to collapse if he made a slip in how he worded things. Suppose, for example, he said: "The union has told me they will settle for 13 per cent, maybe even 10 per cent, and I know the company can afford it."

If the mediator has displayed a genuine desire to help, the parties might be receptive to a suggestion such as the one illustrated. An experienced negotiator should, however, be wary of the possibility that such a suggestion could be made at the wrong time or by a mediator who did not enjoy the trust of the parties. In such an event, the tactic could shatter whatever good had been accomplished so far. Thus negotiators should look out for the possibility, and if they fear that an ill-timed suggestion on settlement terms is forthcoming they should tell the mediator to hold back.

**It is important to bear in mind that mediators have virtually no power.** If they make a suggestion for terms of settlement, or if they express their own viewpoints regarding the conduct of the parties, these views carry no weight beyond the force of their own persuasive impact. Furthermore, mediators have no vested interest in the outcome of the negotiations. The company and union must live together with the product of their discussions. Consequently, the mediator's interest in helping to secure a settlement extends no farther than his pride in doing a job well. In some men this is considerable; in others it is negligible.

**Parties should be wary of mediators who seek settlement as a matter of personal aggrandizement.** A few well-known mediators apparently derive considerable satisfaction from taking credit for being present when settlements take place. Since virtually all negotiations eventually end in settlement, it is possible for a mediator, if he was involved, to claim credit regardless of whether he helped. To the extent that he drains credit away from the parties themselves, this kind of action might be detrimental to the relationship.

Similarly, **if the mediator puts early settlement above and beyond all other considerations, he might be acting to the detriment of the relationship.** In some situations, the parties must give the impression to their constituency that they have worked until the last moment. Some constituencies expect this as an



indication that their representatives have forged the best possible settlement. Labour relations are replete with instances of settlements signed by negotiators weeks before the contract deadline only to have the rank and file send their negotiators back to the bargaining table to get more, expressing the belief that they hadn't worked as hard as they could. This is one of the reasons some negotiations end in the wee hours of the morning, after several frantic extensions of the deadline. Principal negotiators and mediator come out from a smoke-filled hotel room, shirts open, sweat pouring down from their faces, unshaven and tired—but smiling. The reporters and television cameramen are anxiously awaiting, as the television lights go on. The mediator steps forward and announces, “I am pleased to tell you that the parties have reached agreement.” After waiting for the applause to die down, he says, “And I want to say further that these have been the most productive negotiations I have ever attended. Both sides spent tireless days hammering out the details, and now we have a contract that everyone can be proud to take back to his constituents.”

Most contract negotiations do not end that way. Rather, the **settlements are secured quietly, without fanfare, punctuated by handshakes around the bargaining table.** But the bargainers and mediator, if he is present, are being delinquent if they think the job is done. Union bargainers must still secure ratification from their membership; management bargainers must explain and possibly secure approval from company representatives. Each side has its constituents, and a mediator who has failed to keep this fact before them is lacking. According to statistics from the U.S. Federal Mediation and Conciliation Service, in 1971 there were 795 (9.9 per cent) of all contracts involving federal mediation that were rejected by the union membership after tentative agreement by the bargainers. The Ontario Department of Labour reported a lower rate—5.5 per cent. These figures were down significantly from the more than 14 per cent reported by the U.S. Service in 1967, but they do represent a formidable problem that extends past the bargaining table.

There are several **devices that mediators can use to lessen the possibility of rank-and-file rejection.** A well-known private mediator in the United States said that he sometimes makes it a personal thing: after securing a final concession from management that he feels will cement the agreement among bargainers, he then goes down the line and secures a commitment from each man on the union's bargain-

ing committee that he will support the settlement terms. This then becomes a gentlemen's contract between each union bargainer and the mediator, thereby helping to avoid overt dissension or less-than-active support among bargainers.

**Mediators can help parties toward settlement at any stage of the bargaining process.** In a few instances they are present from beginning to end. In many more instances they are not present at all, the two sides either preferring to go it alone, without outside interference, or they have not consciously considered the benefits a mediator might bring. In preparing for and carrying out negotiations, bargainers should be aware of mediation as a device that can be used to attain certain bargaining objectives. If they decide to seek a mediator's help, they should know why, and then set up conditions in order to obtain maximum effectiveness from his services.

Following is a series of **questions that bargainers should ask themselves when considering mediation:**

**1. Is it a sign of weakness to seek out a mediator?**

There is a belief among some bargainers that mediation represents compromise. Consequently, there is sometimes reluctance to request the services of a mediator, because it might be taken by the other side as an indication of weakness, a willingness to modify one's position.

A mediator himself can help the situation when he calls to make an initial appointment by not disclosing that one or the other side made the approach. Rather he can say that the Director of Mediation Services asked him to call. Section 203 (b) of the National Labor Relations Act in the United States permits this to happen by virtue of the following wording: “The (Mediator and Conciliation) Service may proffer its services in any labor dispute in any industry affecting commerce, either upon its own motion or upon the request of one or more parties to the dispute . . .”

No such provision is to be found in Canadian Acts. The Ontario Act, for example, requires the request of either party as a pre-condition to appointment of a mediator. (The Labour Relations Act, Revised Statutes of Ontario, 1970, Chapter 232, Sections 15 and 16). Thus, in Canada at least, it is best to acknowledge the situation when calling on a mediator for the first time, to admit that seeking the aid of a mediator is a sign that you want help. If the other side sees this as a demonstration of weakness, so be it. Nothing in any law states that either side must retreat from its position as a result of having called in a mediator.

According to a research study among labour and management bargainers, there is general agreement that chances for effective mediation are enhanced when a mediator is jointly selected. Mediation service directors in both the U.S. and Canada indicated that, although joint requests for a particular mediator are rare (estimated at about 4 out of every 100 applications in Ontario), the directors try to accommodate such requests. If one of the bargainers wishes to secure outside help, he is well advised to approach the other bargainer first. Chances are reasonably good that both are thinking the same thing. If not, there is merit in trying to convince the other side that an outsider might be helpful and then to direct joint efforts to selection of an acceptable person.

**2. Who should the mediator be?** Some mediators are experts on certain industries. Others are known to be specialists on certain bargaining topics like pension plans or incentive systems. Most of them have no particular specialty.

Anyone can serve as mediator; he does not have to be an employee of the government. The frequent association of a particular mediator's name with strike situations should not discourage parties from that person, because the best mediators are normally assigned to the most difficult situations.

Persons who engage in bargaining should make a list of names of potential mediators. It is best to compile such a list when the urgency of bargaining is not present, to ask colleagues about their experience with certain individuals, to discover which men have particular expertise and even to meet and talk with mediators informally. Ideally, such a list would be compiled by labour and management negotiators together. Then, if the need arises, the identity of the person to bring in would be clear.

**3. What role do you want the mediator to play?** A mediator can play many roles. Principal among them are these: a neutral, a catalyst, or a leader.

**(a) A Neutral.** The word neutral does not mean impartiality here. It is taken for granted that **a mediator must always function with unquestioned impartiality.** Rather it means that under certain conditions a mediator serves best if he simply lends support to the two negotiators in the positions they already hold without any attempt to bring them closer together. Bargainers who have the situation well in hand with respect to each other but need someone to help bolster their strength with their own constituents probably require a neutral. One mediator gave this example of a neutral in action:

"On one side was a large multi-employer group represented by a veteran management consultant, a real professional when it came to negotiating. On the other side was the business agent of a powerful union who completely dominated the union negotiating committee. The business agent had set a wage objective which he was confident could be achieved without a strike or, at worst, a strike of short duration.

"The industry, after a long period of doldrums, was entering into a busy season. The employers felt keenly that the union's demands were exorbitant but, on the other hand, they were reluctant to accept a strike. If the demands had been higher they might have taken a strike. However, the chief negotiators knew each other well, and management's representative knew there was little hope of getting the union's business agent to recede significantly from his objective.

"The employer committee did not share their chief bargainer's insights into the situation. They were profoundly disturbed and angry, and they looked to the consultant to pull some kind of rabbit out of a hat. The consultant was concerned that his group might decide that he was ineffective, had failed them, and that they should dispense with his services. For the security of his position, he sought to bring in someone else who would fail also. That is why he requested mediation.

"It was evident from the first meeting that the management consultant did not want the mediator to interfere with his own efforts to get an agreement. He felt that if a breakthrough were possible, he could accomplish it. Similarly, the union's business agent did not welcome the mediator's presence; he didn't want anybody to try to compromise him out of an attainable bargaining objective, however unreasonable the employers might feel that objective to be.

"The management negotiator exhausted his efforts during a night session, with a strike set for the next morning. At this point he asked the mediator to try to mediate. In a separate caucus with the employers, all the mediator found it expedient to talk about was what he could do to get the union to lower its sights. When he caucused with the union he made a few feeble attempts to sound out their business agent about giving the employers a face-saver. His reaction was so frosty that the mediator spent the next 15 minutes with the union committee killing time in order to convince the employers in the next room that he was making a maximum effort.

"Eventually, he joined the employers, ostentatiously mopping his brow, and reported failure. The management consultant asked him to try out a number of intermediate positions on the union, but he must have known the efforts would be futile, because the business agent told the mediator he'd been approached on all the matters in private telephone conversations days before and that he'd rejected them. In each instance the mediator made a few feeble attempts to salvage a face-saver for the employers, and was rebuffed.

"Finally, the management consultant said: 'I'm going to make a personal try myself—one last try.' He left the mediator with his committee and determinedly strode into the union caucus room. He was with them for nearly an hour, and then surrendered." (Edward Peters, "The Mediator: A Neutral,

A Catalyst or a Leader?" *Labor Law Journal*, October 1958).

The mediator often functions as a neutral when one or both parties have highly experienced negotiating spokesmen and a relatively inexperienced or unsophisticated constituency. His prime usefulness in this role is to eradicate doubts within a constituency about the effectiveness of their spokesman.

**(b) A Catalyst.** Here the mediator acts as an agent to help parties extricate themselves from untenable positions. Usually they are headed for a strike that neither wants, and they need a new face.

A mediator from the Ontario Department of Labour described his role as a catalyst in a dispute involving a well-known food processing company in southwestern Ontario. Here the union business agent was looking for pay rates that compared favorably with the highest paid industries in the community. The company, on the other hand, insisted that they could not afford to pay more than the rate for their particular industry—to do otherwise would be competitive suicide. After a number of meetings it became clear to both sides that they had argued themselves into an impasse; both had convinced members of their bargaining teams that their arguments were right, and neither could retreat without some loss of face. So, they agreed to seek mediation. The mediator promptly sized up the scene, asked the negotiators if they wanted to settle, then sat back and took notes. During the next several hours he said nothing. Finally, about three hours later, the parties reached agreement. Members of both teams shook the mediator's hand and expressed appreciation to him for coming.

Here the mediator served the parties best by staying out of the way. All they needed was someone to help change the routine. Before he arrived neither negotiator had a reason for moving from his position.



Each session had become a ritual: 9 a.m. starting time, a review of progress, coffee break at 10, caucuses till noon, lunch, then an afternoon of speech-making by each spokesman till quitting time at 4 p.m. Then came a report by chief negotiators to their respective constituents. Usually by then tempers were short, reflecting exasperation more than anything. When the mediator arrived the spokesmen promptly started feeling each other out regarding tentative economic packages; the mood had changed, and settlement was inevitable.

**(c) A Leader.** In most situations the mediator acts as a leader. He stays on the scene until settlement is reached or until it becomes clear that the parties are not ready for settlement. He assumes chairmanship of joint sessions, decides when to break into separate caucuses, makes suggestions on how to proceed, puts forth proposals for settlement, helps guide the parties on when to make concessions, apprizes them of their obligations to their constituency and congratulates them on reaching agreement.

The mediator can play a leadership role in many different ways. In doing so he draws on experiences from other cases, and this is likely to be considerable. On June 30, 1971, for example, each of the 253 mediators employed by the U.S. Federal Mediation and Conciliation Service was monitoring an average of 19 active cases. (Federal Mediation and Conciliation Service, **Twenty-Fourth Annual Report Fiscal Year 1971**, page 29). In Ontario, which employed 19 mediators as of November 1972, there are approximately 2,000 applications a year for conciliation or mediation.

**One important way a mediator exerts leadership is to help in formulating contract proposals.** One mediator described a negotiating session in which an issue involved the desire of management for stewards to secure their foreman's permission before leaving the work area to process a grievance. Management put forth contract wording as follows: "No steward shall leave the work area without permission of the foreman."

The proposal was promptly rejected; so, the mediator, sensing that the union was miffed more by the tone than the intent of the proposal, suggested the following wording, which was quickly accepted: "A steward shall have the right to leave his work area to process grievances upon receiving permission from his foreman."

**The mediator can help, too, in packaging proposals.** He sometimes tries to get the parties to think about the totality of unsettled issues by asking one, then the other: "are there any items still remaining that you would be willing to drop in ret of unsettled issues by asking one, then the other: "are there any items still remaining that you would be willing to drop in return for the other party's doing the same on one or more of its items?" Or, "will you concede items 2 and 5 on your list if I can get the other party to go along with your demand on pensions?"

**Perhaps the most important function of a mediator as leader is to sense when the parties are ready to come to an agreement,** then to bring them together for the final crunch. Theodore Kheel of New York City is well known for his ability in this regard. He believes that the time for action is when a strike deadline is imminent; it is then that the real decision-makers emerge. To quote Kheel: "I have been accused of crisis bargaining and placing great emphasis on the crunch. This simply recognizes human nature. Decision making is very difficult, because if you **make** a decision you can be criticized. You might be wrong.

"If a bargainer makes a decision too soon the constituents may say why didn't you get more? If you make the wrong decision you will be criticized. But decision-making is the essence of bargaining. The possibility of a decision is greatest when a crisis is near. Decisions made at the time of the crunch are made when bargaining is complete, when the only question left is one of liability.

"You know when the crunch is by looking at the clock. That's when the leaders emerge. I have nothing but respect for those who bargain and are prepared to make final and binding decisions. I have contempt for those who resist the crunch and are un-

willing to take responsibility for a decision." (Interview with Edwin Newman on the National Broadcasting Company's program, "Speaking Freely." November 6, 1971).

Thus, mediator Kheel's strategy as a leader is to **set conditions so that leaders emerge from each side of the bargaining table with increased self-esteem.** That's the most any mediator can do, because he has no power to say, "I accept" or "I reject."

**4. Are you ready for mediation?** Sometimes parties seek mediation too early. If they want a mediator to assist in forging a final settlement they should not call on him until they are ready to make some decisions. Strike deadlines are useful in promoting such readiness, but **a large number of negotiators believe that they can make more productive decisions without the spectre of a pending strike.** Many times a mediator is called in weeks before the deadline, and the contract is signed with his help, devoid of any strike talk. Then again, a mediator is often called upon and nothing happens, wasting his time, wasting the time of the bargainers and, possibly, preventing someone else from using his services.

A well-known Canadian mediator described his role in a session where parties were not ready for him. The dispute involved a large mining and smelting operation in Manitoba. Labour's spokesman, representing six different craft unions, had presented the company with a whole new contract and proposed that they use this as a basis for discussion. The company refused, insisting that the bargaining should be based on the existing agreement. The sides went round and round, meeting after meeting, never proceeding past the question of what document they would use as a basis for discussion. The **spokesman for each side had become so entrenched in his own position that retreat without loss of face was impossible.** The mediator attempted to discover what issues were in dispute, and when he found that the parties had never talked about issues, he threw up his hands and said, "Call me again when you're ready to talk the same language!"

**It is not always possible to know whether you are ready.** In the 1970 Canadian Postal negotiations Professor A. W. R. Carrothers, President of the University of Calgary, was called upon to mediate at a time

when the parties had proceeded well past contract deadline time and pressure for settlement was considerable. The time for a mediator to help seemed ripe, but Professor Carrothers soon discovered that the parties were not ready. Union leaders believed that by waiting longer they could get more. So Carrothers departed, and the parties stayed in a stalemate position for nearly two more months. It turned out that the union leaders were right. After staging a series of rotating strikes around the country and provoking the ire of nearly everyone, including the Prime Minister, it became clear that the money offer would be raised. Thomas O'Connor, a well-known Toronto lawyer, then entered the scene as mediator and a settlement was quickly secured.

**5. Can you afford mediation?** Mediators employed by the various government services perform their services free of charge. **Ad hoc** mediators like Thomas O'Connor, A. W. R. Carrothers and Theodore Kheel charge fees on a per diem basis ranging from \$200 to \$1,000 a day. Aside from his fees and expenses, a mediator's presence might cost the parties more than they expected in the final settlement. Naturally, this cannot be proved, but bargainers who have experienced mediation with the more able mediators have reported that they wondered afterward whether they had been oversold.

Following is an excerpt from an article about Theodore Kheel in **The New Yorker** magazine. (Fred C. Shapiro, "Profiles—Mediator" **The New Yorker**, August 1, 1970):

"Representatives caught up in Kheel's negotiation procedure soon find that the isolated bargaining they are subjected to places them at a psychological disadvantage, and some feel that they may end up making concessions they wouldn't have made in face-to-face discussions with the other side. 'You can buy labor peace by listening to Kheel, but it will cost you,' one management negotiator has said. 'You have to be particularly careful when he gives you advice. Look at it six ways from the ace and through a prism.'

And once the agreement is concluded and the spell of Kheel's persuasiveness has worn off, negotiators tend to wonder, at least privately, whether they have not been oversold."

This is not to say that a mediator's presence leads to irresponsible settlements. Rather it is to point out that, in the presence of an effective mediator, there may be a tendency to bend a little farther than one would otherwise. Also it serves to point out an anomaly associated with mediation: that is, the most responsible mediators, like Kheel, will always point out to the parties the full ramifications of their agreement, but it is these same men—the most able—who are likely to cause parties to bend the most.

**6. Do you want the mediator to suggest terms of settlement?** Some statutory mediation provisions require the mediator or mediation board to make non-binding recommendations for settlement terms. (See, for Example, The Public Service Staff Relations Act of Canada, RSC 19 C. P-35, as amended July 7, 1972, and The Labour Relations Act, Revised Statutes of Ontario, 1970, Chapter 232, Section 31.) Since most mediation is voluntary or conducted under statutory provisions not requiring recommendations for settlement, the parties themselves should consider whether they want the mediator to suggest terms.

**Most mediators will not recommend settlement terms unless asked to do so by both parties.** Experts are divided on whether this should ever happen. These are among the strongest arguments for a mediator's proposing settlement terms: (1) The opinions of a third party can help bargainers see their own strengths and weaknesses better and get them off dead center. (2) Mediators are often experts in certain areas of labour relations and can convert their expertise into workable contract language. This can be especially helpful in framing contract provisions or in designing benefit plans. (3) There is nothing to lose, because the recommendations are not binding. (4) One or both sides have gone too far out on a limb to make a graceful retreat. A mediator can help do this without losing face. (5) Third-party recommendations sometimes lend sufficient weight to one side or the other to satisfy his constituency that he's gone as far as he can.

Arguments against having the mediator propose settlement terms include the following: (1) One or both negotiators are likely to refrain from any real bargaining, because they believe the mediator will favour their side, providing them with added strength. (2) The mediator is not usually familiar enough with the day-to-day problems of the parties to make meaningful recommendations on any but the simplest matters. To trust him with some of the complex matters facing present-day negotiators would be risky. (3) The mediator is most likely to compromise on all issues that are susceptible to compromise, like money. If the parties wanted to compromise they could do it themselves. (4) The mediator's recommendations could be a powerful weapon in the hand of whatever party makes out best under the proposed terms.

**7. Should the mediator be asked to arbitrate?** Occasionally negotiators come to realize that they have reached an impasse on certain issues. One way to escape the impasse is to submit those issues to final and binding arbitration. Many mediators are also skilled arbitrators and have been known to serve the



same two parties both ways. In arbitration, the parties would put forth their positions and argue them in the fashion of lawyers before a judge, even bringing forth witnesses if necessary. As arbitrator the mediator performs a judicial function and the parties agree in advance to abide by his decision.

**If the parties decide to submit their dispute to arbitration and the mediator serves as arbitrator, considerable time can be saved,** because there is no need to repeat the background of the case. There is some advantage, however, in dismissing the mediator at this point and hiring a new man to arbitrate. This way the parties are forced to reassess their positions, to present them in a clear, logical fashion and argue them *de novo*. Many times the mediator has formed an opinion on the issues in dispute and made that opinion known, thus obviating his role as arbitrator.

A device has been used in recent years by some negotiators to escape some of the disadvantages of final and binding arbitration yet preserve the advantages of providing a way toward settlement of an impasse. This is called **last-best-offer arbitration**. Here parties each formulate a final settlement package that would be acceptable to them. This may include any items in dispute. Failure to include an item indicates that the party is willing to drop it. Each side can formulate more than one package, **each to be submitted to an arbitrator or arbitration board whose job it is to select one of the packages that, in his judgment,** is most reasonable.

The arbitrator has no power to compromise or change a package. When the parties submit the packages, they are then given a copy of each, and are given a time period, perhaps five days, to negotiate, knowing that if they have not come to an agreement by the end of the time period one of those packages will become the final, binding agreement. Arbitrators and mediators who have worked with last-best-offer arbitration report that on some occasions the parties overlap each other in formulating packages: the union, for example, submits a final acceptable package calling for a lower wage increase than the company in its package is willing to give. **The possibility of either side's submitting an unreasonable package is virtually nil,** because this would almost certainly result in selection of the other side's proposal, assuming that it is somewhat more reasonable.

**8. Should there be a mediation board?** So far the discussion has been based on the assumption that mediation is performed by a single person. This is usually the case. Some statutes, however, such as the Public Service Staff Relations Act of Canada and the Railway Labor Act of the United States, (Public Law No. 257 (69th Congress), approved May 20, 1926, Section 4) provide for boards of mediation made up of more than one person, three under the Canadian Act, five under the American. Sometimes parties themselves hire a multi-member board, usually consisting of a representative selected by the employer and one selected by the union. These two representatives then select a third man who acts as chairman of the board. The functions of the board are identical to those of an individual mediator. They may gain somewhat by establishing a more formal aura than an individual mediator. They may gain also from the fact that three men working together can sometimes hammer out a proposal for settlement that carries more impact than a proposal suggested by a single person.

**Most often, boards of mediation are established for the purpose of making recommendations for settlement.** Here multiple representation can have considerable advantage in assuring each side that his chosen representative is in consultation with the chairman while the recommendations are being formulated. This helps minimize the chance that final recommendations will be specious or unworkable.

The value of a man representing each side on a board of mediation extends beyond making input to the chairman in formulating recommendations. One of his most useful functions is to tell members of his side that they are off base. It is this function that may be most important because the parties' nominee has more freedom than the chairman to say to members of his negotiating team, "you're nuts, you're cock-eyed."

Until now, the discussion has been concerned with mediation as an aid in dispute settling. **Many employers and unions use preventive mediation, wherein outside assistance is sought long before any dispute materializes.** Often this is done in preparation for bargaining, to establish a mutual framework from which give-and-take can proceed. Oftentimes contract negotiations get bogged down with disagreements on matters of fact, such as area wage

rates and costs of various fringe packages. With the help of a mediator, many of these matters can be cleared up, so that discussions can be confined to matters of genuine disagreement, if any. Parties who engage in preventive mediation have been enthusiastic about its value, generally expressing the view that after questions of fact are cleared up there are not many matters of disagreement. One company and union in Southwestern Ontario agreed several years ago to regularly employ a mediator at least six months before contract deadline time to help resolve issues of fact that might arise in the coming negotiations. Up till that time they had a history of crisis bargaining capped by a strike or near strike. Since then they have regularly settled well in advance of deadline, with nary an inkling of a crisis.

**In summary, mediation should be looked upon by employers and union leaders as a tool that can be used in certain bargaining situations in order to help attain certain objectives.** In general, parties who have experienced mediation have expressed the belief that the mediator was helpful. Many parties have indicated that a mediator was instrumental in preventing, or in shortening the duration of a strike.

Some cases have been reported in which a mediator aggravated a situation, thereby either preventing or delaying settlement. For this reason, **parties should be extremely careful about the selection of a mediator and the timing of his entry.** They should compile lists of prospective mediators for possible future reference. Then, if the need for outside assistance becomes apparent, they should seek appointment of the man they want, and it should be made clear to the man what role he is expected to play. Among the most frequent mediator roles are those of a neutral, a catalyst or a leader.

If the mediator is expected to assume a leadership role, parties should be aware that his presence may be costly, because **an effective mediator is likely to**

**cause them to make more concessions than they would otherwise.** Parties should also be aware that most effective mediation often takes place at the time of a crisis, when a strike deadline is near; it is then that the real decision-makers emerge.

Although a mediator has no power to force the parties to settle, he can exert strong influence. The influence is enhanced if he is asked to propose settlement terms or to express his opinions regarding the positions of the parties. Sometimes mediators take power from the parties if asked to arbitrate, the parties agreeing in advance that the mediator's recommendations for settlement will be final and binding.

**Some jurisdictions in Canada and the United States require mediation as a pre-condition to strike action.**

Some require appointment of a mediation board with power to make non-binding recommendations for settlement. Parties should be aware of the laws on these matters in the place where they operate and should use care to avoid application of those laws in a way or at a time that will impede settlement.

Employers and labor leaders should expand their thinking about mediation beyond the dispute-settling framework. Many times mediators can be helpful in preventing disputes by assisting parties at non-crisis times in determining facts that may form the background for negotiations to come.

# SHAPING THE EXPANSION: ECONOMIC COUNCIL OF CANADA 10TH ANNUAL REVIEW

There was both good and bad news in the **Economic Council of Canada's 10th annual economic review**, released at the end of November. The good news was:

1. the economy is expected to expand in real terms by an annual rate of 6 per cent in the 1973-76 period;
2. unemployment should drop to 4.5 per cent in 1975 and 1976;
3. for the first time, there will be annual rates of change in output, employment and productivity for 11 sectors in the economy;
4. according to ECC Chairman André Renaud, Canada has weathered the worst of inflation, and price increases should occur at a much slower rate during the next few years.

But the Council's report was double-edged. While acknowledging that Canada's economic outlook is good, **the review warned provincial and federal**

**governments to cut back on their social security programs in order to fight inflation and to head off sharp tax hikes.** Instead of the projected 21 per cent increase in welfare spending in the next two or three years, said the ECC, increases should be kept to about 11 per cent. This would represent a \$4.6-billion cutback in projected social security payments from the cumulative outlays forecast at \$56.3 billion for 1973 to 1976.

Dr. Renaud, a former University of Montreal economist, speaking at a news conference when the review was released, said the Council's decision to give up a specific inflation target for Canada is "the formal recognition of a reality." Canada cannot buck the tide of world inflation and the Government should not even try to do this, he maintained. But he was **optimistic** about the chances that Canada's severe inflation would cool off this year. The 1973 inflation problem was unusual, he said, and "five years from now we

will look back upon it as exceptional." Inflation in the next two or three years should average about 4 per cent, according to Dr. Renaud.

The Council—a 28-member federal advisory body made up of economists, industry executives, bankers and labour union leaders—recommended a new economic indicator that would weigh Canadian inflation against consumer-price changes taking place in Canada's main trading partners, the United States, Britain, West Germany, France, Italy and Japan. The objective is to shift from an absolute to a relative measure of inflation because Canada cannot effectively insulate itself from major price changes abroad. With the Council's proposed system, the need for government policy action would be signalled whenever changes in Canada's consumer price index were more than half a percentage point above or below the weighted average of corresponding price changes in the aforementioned countries.



The ECC said its earlier forecasts of worldwide inflation had been too low and that its 1972 proposal to reduce Canadian price inflation to 3 per cent between 1973 and 1975 was out of date. Prices in 1973 were about 9 per cent higher than 1972 levels, according to Statistics Canada figures, representing the steepest annual price hike in 22 years.

In discussing the recommendation that governments cut back their social security payments, Dr. Renaud said this should not be interpreted to mean the ECC is opposed to welfare payments as such, but that it is warning of the consequences of too rapid an increase in welfare programs. Spending on welfare transfers increased 18 per cent in 1971, 19 per cent in 1972 and an estimated 14.3 per cent in 1973, according to the ECC review. This year's increase is anticipated to be about 21 per cent, it said, and **"unless we assume that the public sector (governments) will make room for the increase in transfer payments by significantly reducing the rate of growth in other government expenditures, it will have to finance the additional transfers through increased taxation."** The ECC estimated that if social security transfer payments are not cut back, there will be **"substantial"** tax increases, with the main burden of income redistribution hitting those taxpayers with an annual income of less than \$15,000.

The Council said it is not opposed to welfare programs such as the new family allowance program

which it is estimated in 1974 will generate a \$1.2-billion transfer increase. On the contrary, said the review, "... this reform has taken too long in coming, and ... among all social security measures, with the exception of old age pensions, increased family allowances may be the least likely to interfere with the workings of the labour market.

"It would have been desirable, however, to apply this program **more gradually.** For the future, our recommendation means that an effort should be made to find means of reducing payments based on the number of dependants under other social programs, such as unemployment insurance and retraining. Furthermore, it will be necessary to seek other measures aimed at moderating the increase in transfers, as we feel that equity requires compensation of the victims of inflation, which will undoubtedly produce an increase in disbursements made under existing programs," the review advised.

"In short, we wish to emphasize that we are not opposed to social security programs in general, nor to any program in particular. We are opposed to an increase in transfer payments that is too rapid, especially in a period of strong economic activity."

**If economic trends continue, according to the Council, the situation could arise where the proposed increase in welfare payments would not benefit those receiving them.** The larger payouts

fan inflation, which in turn erodes the spending dollar of the society's poorer segments first and hits them the hardest.

Published reaction to the ECC's review was mostly negative and critical. The Canadian Association of Social Workers criticized the review for its welfare payment cut-back recommendation and called it "disastrous." Instead of following the Council's recommendations, the Association urged the federal Government to consider additional financial output for social services. Reuben Baetz, Executive Director of the Canadian Council on Social Development, was quoted as saying the (Economic) Council has become so preoccupied with economic growth that it has lost sight of social goals.

A **Toronto Star** editorial said the ECC has assigned itself a "disappointingly modest" role and that its approach lacks a spirit of innovation and a willingness to contemplate basic economic improvements. **The Globe and Mail** editorialized that the 10th review is "a very sobering document," justifiably concerned with not only the size but the growth of all levels of government expenditures—38.5 per cent of Canada's Gross National Product in 1972, and a high annual acceleration rate. Government spending money is raised by taxation, the bulk of which is paid by persons earning less than \$20,000 a year. "The Council's warning is blunt: slow down. It is a warning that must be heeded," said **The Globe.**

T.S.W.

# LABOUR LEGISLATION IN 1973

## PART 1: INDUSTRIAL SAFETY AND HEALTH

BY MILTON F. HOUSE

**Two more sets of regulations have been issued under the Canada Labour Code, Part IV (Safety of Employees): Motor Vehicle Operators Hours of Service Regulations on October 31, 1973 and Noise Control Regulations, on January 31, 1973.**

The Canada Motor Vehicle Operators Hours of Service Regulations set the hours of service for motor vehicle operators engaged in interprovincial trade or the transportation of mail, and the returns to be made by motor carriers.

Except in certain circumstances, a motor vehicle operator must be off duty at least eight consecutive hours before beginning a work shift. Hours of service are limited to 15 hours on duty per work shift (not more than 10 of which may be driving time) and 60 hours on duty in a work week unless precluded by unusual operational requirements and authorized by permit. Inspectors may declare "Out of Service" operators exceeding the maximum service allowed. Operators' daily logs and carriers' records of operators' hours of service must be maintained. With some exceptions, motor vehicles must bear identification devices and the carriers' name or symbol.

An amendment to the Motor Vehicle Operators Hours of Service Regulations provides for a motor vehicle operator whose home terminal is in the United States and who operates to any point in Canada to comply with the Canadian regulation for daily logs if he uses and maintains the Record of Hours of Service set out by the *Bureau of Motor Carrier Safety* of the United States Department of Transportation in the manner prescribed by these regulations.

A motor vehicle operator must, upon request, produce his daily log for a safety officer or motor transport inspector.

**An amendment to the Noise Control Regulations provides a new schedule of maximum permitted noise exposure** at a worksite, reducing the sound for eight hours exposure per work day from "90

(decibels) or more but less than 92" to "more than 87 but not more than 90 (decibels)" and bringing the rest of the schedule in line.

**The Department of Transport issued Safe Working Practices Regulations under the Canada Shipping Act** on August 21, 1973. The new regulation allows for the refuelling of equipment in the hold or in an enclosed space of a ship if certain requirements set out in the regulation are met. The requirements relating to hot work performed in a working area have been reworded and extended to include hot work being performed in a tank that has previously contained petroleum products.

**Federal amendments to the Explosives Regulations**, effective March 15, 1973, primarily concern fireworks and ammunition. The "Sale of Explosives" amendment, however, includes additional provisions concerning industrial explosives. The owner, operator or manager of a mine or quarry may sell authorized explosives for immediate use in the mine or quarry or to bona fide prospectors, if the mine or quarry from which they are being sold is under the supervision of a provincial Department of Mines or is a licensed magazine and if the owner, operator or manager keeps a written record of the

name and address of the prospector, the nature and quantity of explosives sold and the date of sale, which record must be open at any time to an inspector or a peace officer as defined in the Criminal Code.

Under the **Industrial and Commercial Establishments Act in Québec** the general regulations were completely revised. Technological advances having made previous regulations obsolete, the Technical Branch of the Department of Labour and Manpower conducted a thorough study, involving consultation with the principal interested bodies, resulting in the fully modern version. The regulations apply, with the exception of mines, to all factories, works, workshops, work yards, and mills of every kind and their dependencies, as well as commercial establishments.

In the case of modifications and change of occupancy in new establishments, and new installations and equipment in existing establishments, appropriate measures must be taken to ensure safety and welfare conditions equivalent to the regulated standards. Detailed rules cover building plans and specifications, means of egress, fire alarm and fire fighting systems, machinery guards and safety devices, handling and transportation of materials, maintenance and repair work, hazardous work and control of hazardous substances, radiation, hygiene and welfare, personal protective equipment, worker transportation, accident reports, medical examinations, safety committees and women working nights. Subject to appeal, inspectors are empowered to require immediate safety measures, prohibit access to areas and issue stop work orders.

Regulations were also issued in **Québec under the Industrial and Commercial Establishments Act** relating to forestry operations and foundry works.

The regulation concerning the forestry operations relates to all aspects of safety, health and morality of employees. This new regulation came into force on October 17, 1973, and covers such areas as forestry and roads, forestry equipment, safety at work, personal protection equipment and the welfare of workers.

The regulation relating to foundry work is large in scope and covers all aspects of safety and health in foundries. The regulation came into force on October 10, 1973.

**In Manitoba, regulations under the Employment Safety Act** have focused particular attention on safety in the operation of **hoisting equipment** such as derricks and cranes. Hoisting equipment is to be erected, used and maintained in accordance with the specifications of the manufacturer and any deviations are to be certified as being safe by the manufacturer or a qualified professional engineer (effective October 3, 1973).

Tower cranes may operate at below freezing temperatures if they do not exceed the load temperature ratio specified by the manufacturer or a qualified professional engineer. Standard form load/temperature data must be made available to operators and loading supervisors of tower cranes and to any authority with respect to the cranes.

A log book is to be provided and maintained for each powered crane, derrick and hoist. The log book must show the maintenance and inspection history and any structural modifications of the hoisting equipment and all preventive maintenance work.



A direct verbal communications system must be installed and maintained between a tower crane operator and the hookup or signal man.

Foundations for tower cranes are to be designed or approved by a professional engineer.

**Ontario passed regulations under The Boiler and Pressure Vessels Act** to define units like cushion tanks, hot water storage tanks, and refrigerant vessels. Inspection requirements for the units defined are set out and previous inspection requirements are revised (effective August 27, 1973).

**The Alberta Workmen's Compensation Board revised the safety regulations**, effective January 1, 1973, consolidating and bringing up to date the ventilation, wood-working and general regulations. Emphasizing the active goal of occupational safety legislation, inspectors will now be known as "Accident Prevention Officers." Additional requirements include those for entering confined spaces and much more stringent provisions to ensure adequate ventilation in general and especially detailed ventilation requirements for: spray painting rooms and booths; protective coating (including painting and adhesive application); welding; abrasive blasting, gravel crushing and sand pit operations; asphalt plants; lead handling; garages and vehicle repair shops; foundries and steel mills; chemical treating, plating and solvent plants; fume cabinets; cleaning hoods; dust control.

New construction safety rules include those for underground utilities, trenches, excavations, maintenance scaffolds, rigging, powered mobile equipment (especially roll-over protection) and maintenance or repair of machinery or equipment (including locking-out and tagging procedures).

**Newfoundland passed an amendment to regulations under the Elevator Act, 1969.** Devices used solely for the movement of freight that were installed and operating prior to the passing of the Act are added to the list of elevators excluded from the application of the Act, provided certain conditions set out in the regulation have been adhered to in full.

**In Alberta, new Board of Health regulations** respecting occupational health were issued, effective September 27, 1972. They apply to any undertaking in which one or more persons are employed for any purpose whatsoever in connection with the manufacture, production, modification, repairing, servicing, finishing, preparing or breaking up of any article or commodity for sale or supply, either directly or indirectly, and to such other establishments as the provincial Board of Health may specify.

Occupational health inspection officers will be appointed to administer the regulations. They are empowered to enter and inspect undertakings at any time during working hours and question employees apart from the employer. The American Conference of Governmental Hygienists' latest Threshold Limit Values of Airborne Contaminants are adopted as standards relating to gases, vapours, mists, fumes, smoke or dust. Employers must maintain a healthy occupational environment and employees must comply with all health hazard rules. Compliance notification may be issued ordering remedy of hazardous conditions within a specified time. Noncompliance may result in a compliance order followed by possible court action and \$1,000 minimum fine, with further prosecution not barred for continued offence. Medical examinations may be required.

**The amended Ontario Construction Safety Act, 1973**, proclaimed in force on August 1, 1973, applies to every construction project in the province, including those being constructed by or on behalf of the Crown. There are exemptions, such as mining and work done by the owner on a farm. The Act incorporates provisions of the Trench Excavators' Protection Act and provisions concerning underground workers from the Ministry of Labour Act.

Responsibility for enforcement is removed from municipal organizations and placed under the Ministry of Labour. Inspectors will be appointed under The Public Service Act and directed by a Department of Labour Director. Inspectors' powers are modified and confidential matters strengthened, and Crown liability in respect of torts by inspectors defined. Appeals from an inspector's decisions or orders may be made to the Director. Contractors must notify the Director before commencing work on a project, except in emergency.

In order to facilitate the changes in the Construction Safety Act, Ontario issued a general regulation under the Act to cover all aspects of workmen's safety and health protection on construction projects including **tunnel construction and work in compressed air**. The regulation came into force on August 1, 1973, the date of proclamation into force of the Construction Safety Act, 1973.

**Québec and Alberta amended previous regulations concerning electrical equipment and installation.** In Québec, the old electricians and electrical installations regulations being obsolete, and with many sections rendered inoperable by the Manpower Vocational Training and Qualifications Act, production of improved modern regulations became imperative. A thorough survey was carried out by the Technical Services Branch of the Department of Labour and Manpower in co-operation with the Board of Examining Electricians, resulting in a complete revision. In brief, the regulations cover broad general provisions that include defective installations and use of approved equipment. Rules govern equipment approval, licences, installation permits, prefabrication, plans and specifications, and fees. Permit application and inspection report forms are appended to the regulations.

**Alberta replaced the old regulations under The Electrical Protection Act** concerning electrical installations and equipment in oil fields by a set of detailed modern technical rules which became effective May 23, 1973, strengthening the safety precaution in oil fields.

Alberta also brought into existence a regulation under The Electrical Protection Act to amend regulations governing the manufacture, installation and inspection of electrical equipment. All electrical equipment which is manufactured, used, sold, displayed, offered for sale or other disposal in the province must be of approved design and material and bear a nameplate with details of marking stipulated in the Canadian Electrical Code, and bear evidence of approval (effective September 12, 1973).

A modern **plumbing code for Québec** has been established, under the Pipe Mechanics Act, to implement technical improvements into the legislation. More than 270 pages of exhaustive rules are accompanied by numerous specifications, many in chart form, as well as practical working tables, a detailed table of contents and comprehensive index that together should provide ready reference (effective April 1, 1973).

**A new mines regulation in Newfoundland** requires that where there exists danger of injury to workmen in the presence of hazards such as flying sparks, hot slag, moving machinery, impaired vision, etc., the manager must issue regulations requiring the hair to be adequately confined by an approved type of personal protective equipment (effective January 22, 1973).

Revised regulations issued February 15, 1973 in **Manitoba under the Public Health Act** repeal the fluoroscopic shoe-fitting devices regulations and provide controls for all kinds of X-ray equipment. Tables show maximum permissible occupational doses both in rads per year and per quarter (consecutive weeks of exposure) for organs, tissues and body parts of females not known to be pregnant but in the child bearing years; pregnant females; other workers; and maximum permissible dose in rads per year for organs or tissues of persons, other than patients, who are not X-ray workers. Rules govern authorization, certification, qualification, supervision, mandatory medical examinations of operating personnel; duties of owners; equipment registration; location and installation plans; powers of technical and medical inspectors. Other than bona fide students, no person under 18 years of age may operate X-ray equipment.

Previously administered by the Department of Public Health, the **Saskatchewan Radiation Health and Safety Act** is now administered by the Department of Labour. The amendment, which was assented to March 29, 1973, also broadens the requirement for the submission of plans for industrial radiation installations to apply to all radiation installations. The Radiation Health and Safety Committee is continued, but one, instead of two diagnostic radiologists nominated by the College of Physicians and Surgeons of the Province of Saskatchewan, will serve on it. Nominated as before, a

therapeutic radiologist will continue to serve on the committee, as well as a medical practitioner, a physicist and two officers of the department. Added is the provision for one or more members to be selected by the Minister.

**An amendment to the Alberta Provincial Board of Health Regulations Respecting the Protection of Workers from the Effects of Noise** includes requirements for the qualifications of audiometric testing personnel. The identification of employees and details of their employment, noise exposure, armed forces, recreation, family and personal history, as well as other factors that could affect their hearing, must now be recorded. Acceptable conditions for audiometric testing are laid down (effective May 2, 1973).

Under the **Québec Petroleum Products Trade Act**, new regulations spell out detailed, modern technical rules governing general standards, classification, permits, retail and wholesale trade technical standards, and storage, transportation and handling technical standards. Annexed are forms, technical tables and specifications, and a list of technical references (effective April 4, 1973).

The foregoing article is the first of a series of six reports describing developments in Canadian labour legislation during the year; included is legislation enacted before November 15, 1973. The remaining five reports will deal with: workmen's compensation; apprenticeship and tradesmen's qualifications; labour standards; human rights; and labour relations.

(Milton F. House is a member of the Legislative Research Branch of the Department).



# PRICE INDEXES

## CONSUMER, NOVEMBER

**The consumer price index (1961=100) increased 0.8 per cent to 155.5 in November** from 154.3 in October as all major components advanced. Increases of 1.2 per cent for food, 1.1 per cent for clothing and 0.8 per cent for housing were major contributors to the latest advance. The component for health and personal care rose 0.9 per cent, and increases of 0.3 per cent were registered for both the transportation and the recreation, education and reading elements; tobacco and alcohol advanced 0.2 per cent. In the month, the price level of all items other than food increased 0.6 per cent, and was 9.3 per cent above its level of a year earlier.

**The food index increased 1.2 per cent** to 171.8 from 169.7 as price levels for food consumed at home rose 1.2 per cent. Between November 1972 and November 1973, the food index advanced 18.4 per cent and the price of food for home consumption, 18.2 per cent. Food eaten away from home advanced 1.2 per cent and was 18.2 per cent above its level of a year ago. In the latest month, higher prices for beef, fresh vegetables and cereal and bakery products were responsible for the increase in the index for home-consumed food. The beef price index rose 2.1 per cent and was 30 per cent above its November 1972 level. Poultry prices increased slightly

and pork quotations, on average, declined. Canned salmon prices advanced 3.6 per cent to 52.4 per cent above their level of a year ago. Fresh produce prices registered mixed movements in the latest month. The index for fresh fruit declined 0.7 per cent to more than 30 per cent above its 1972 level. Fresh vegetable prices advanced 5.4 per cent in November 1973, but were less than 10 per cent higher than in November 1972. Canned fruit and vegetables, on average, both recorded an increase of more than 3 per cent between October and November. The price of bread was only slightly higher in November but

the cereal and bakery products index rose 2.0 per cent because of noticeable price increases for cookies and cakes, macaroni, breakfast cereal and flour. The fats and oils index increased 3.9 per cent, as margarine prices advanced 6.5 per cent to 23 per cent above its level of a year ago. For the second consecutive month, a decline of 0.6 per cent was registered in the dairy products index, reflecting continued reductions in fresh milk and in powdered skim milk prices to which government subsidies are applicable.

**The housing index rose 0.8 per cent** to 156.1 in November from 154.9 in October because of increases of 0.5 per cent in the shelter component and 1.3 per cent in the household operations component. Within shelter, the home-ownership element advanced 0.7 per cent because of increased indexes for mortgage interest, new houses and home-owner repairs; rents rose 0.2 per cent. Among household operation items, fuel oil prices rose, on average, 3.5 per cent, almost entirely as a result of increases in Eastern Ontario, Québec and the Atlantic provinces. In the past 12 months, fuel oil prices have advanced more than 23 per cent. The furniture index rose 1.7 per cent in the latest month and among other home furnishings, cookware, dishes, linen, draperies and floor coverings were higher in price. Household supply items, on average, increased 0.1 per cent. Between November 1972 and November 1973 the housing index rose 6.8 per cent.

**The clothing index advanced 1.1 per cent** to 143.8 from 142.3, and was 6.6 per cent above its level of a year ago. Most major components contributed to the increase in November 1973; footwear prices rose, on average, 2.7 per cent, reflecting general advances for all items surveyed. Increases in most clothing items were responsible for the increase in the indexes for men's wear, 1.0 per cent, women's wear, 0.6 per cent, and children's wear, 1.2 per cent; the piece goods index declined 0.2 per cent.

**The transportation index rose 0.3 per cent** to 140.1 from 139.7, as an increase in the private transportation element outweighed a decline in the component for public transportation. The main contribution to a 0.5 per cent advance in private transportation was a 1.4 per cent increase in gasoline prices that occurred mainly in cities in Eastern Ontario, Québec and the Atlantic provinces. General price increases were recorded for motor oil. New car quotations rose slightly as the price level of 1974 models were, after adjustment for quality change, 0.1 per cent higher, on average, than that of the year-end 1973 models. The public transportation component was 0.3 per cent lower as a decline in the index for plane fares outweighed an increase in the train fares index. The transportation index was 5.3 per cent above its level of a year ago.

**The health and personal care index rose 0.9 per cent** to 160.8 from 159.3 because of a 1.4 per cent rise in the personal care component. Personal care services advanced 2.4 per cent because of increased charges for men's haircuts and women's hairdressing in several centres; quotations for toiletry items rose, on average, 0.5 per cent. Between November 1972 and November 1973, the health and personal care index advanced 6.1 per cent.

**The recreation, education and reading index rose 0.3 per cent** to 148.3 from 147.8; the rise was mainly attributable to an advance of 0.5 per cent in the recreation element as higher movie admission charges and increased sports equipment prices were recorded in several cities. The reading index rose 0.1 per cent because of higher newspaper subscription rates in Ottawa. In the latest twelve months, the recreation, education and reading index rose 5.0 per cent.

**The tobacco and alcohol index increased 0.2 per cent** to 136.9 from 136.6 mainly because of higher prices in several centres for beer and liquor consumed on licensed premises. It was 2.9 per cent above its level of a year ago. Generally higher tobacco prices were also recorded.

Consumer price movements, reclassified by goods and services, give **another view of the incidence of price change**. Between October and November, the total goods index advanced 1.0 per cent, the main impetus coming from non-durable goods that rose 1.0 per cent, mainly because of higher food, fuel oil and gasoline prices. The index for semi-durable goods rose 1.1 per cent, mainly because of higher clothing quotations, and the component for durable goods advanced 0.5 per cent, as a result of increased furniture prices. The services index rose 0.5 per cent as increases were recorded in the shelter, health and recreation elements. Between November 1972 and November 1973, the total goods index advanced 11.8 per cent and that for services 6.3 per cent.

## CITY CONSUMER, OCTOBER

**Between September and October, consumer price indexes** rose in eight regional cities and city-combinations and declined in four. The movements ranged from a decrease of 1.1 per cent in Thunder Bay to an increase of 1.0 per cent in Québec City. Food indexes declined in nine, reflecting lower prices for most beef and pork cuts, fresh fruit, dairy products and eggs. Bakery and cereal products, poultry, fats and oils, and food eaten away from home were higher in price in all cities and city-combinations. Housing components rose in eight cities and declined in four. Tenancy costs advanced in all cities but home-ownership costs declined in several, reflecting reductions in property taxes. Clothing prices were higher in all cities as increases were registered for footwear, outer wear and sportswear. Increased prices for dental care and pharmaceuticals were responsible for the advance in the health and personal care components in all cities. The recreation, education and reading indexes advanced in ten cities, mainly because of higher admission charges to sporting events and increased driving lesson fees. Transportation recorded mixed movements, and the tobacco and alcohol indexes were unchanged.

## WHOLESALE, OCTOBER

**The general wholesale price index** (1935=100) rose 0.9 per cent in October to 404.1 from the revised September index of 400.7 and was 26.8 per cent higher than a year earlier. Five of the eight major group indexes advanced and three declined. There were significant September-to-October declines in certain important primary products but these were more than offset by increases in such products as textiles and metals. Grains dropped slightly from their September level and for the second consecutive month, livestock and fresh meats declined. Certain lumber prices, especially those for use in construction, were lower, but some hardwoods, used mainly in the production of furniture, continued to increase. In other group indexes, textile products advanced 8.9 per cent to 384.5 from 353.1 in September on higher prices for miscellaneous cotton products, cotton fabrics and raw cotton;

non-ferrous metals increased 4.8 per cent to 354.5 from 338.2, reflecting price increases for silver, zinc and copper and its products; iron products rose 1.2 per cent to 365.1 from the revised index of 360.7 on price increases for hardware and wire; chemical products increased to 267.1 from the revised index of 265.2, and non-metallic minerals rose to 265.1 from the revised 261.8. The animal products group index moved 1.5 per cent lower to 483.8 from a revised 491.2 in September, reflecting declines in furs and livestock. Minor declines were recorded in the other two major group indexes—wood products to 506.7 from 509.6 and vegetable products to 408.6 from 410.7.



# GENERAL TOPICS

## EMPLOYMENT, NOVEMBER

In the week ended November 17 there were 9,297,000 persons in the labour force—8,829,000 were employed and 468,000 were unemployed, Statistics Canada estimates.

The level of employment on a seasonally-adjusted basis, increased 41,000 to 8,857,000 in November, following a larger increase in October. The employment level for persons 14-24 increased 35,000 to 2,312,000 in November from 2,277,000 in October, following a small increase between September and October. Employment for married men 25-54 and for married women 25-54, showed little change from the October level. The most pronounced change in the employment level occurred in Ontario, 37,000, following a substantial increase last month. The level in the Prairie region also showed a large increase, 15,000, and in the Atlantic region and Québec the level increased slightly. The largest decrease, 17,000, in British Columbia, follows an increase of about the same number in October. For part-time workers, the level increased 31,000; for full-time workers the increase of 9,000 was smaller.

The unemployment level, seasonally-adjusted, decreased 10,000 to 529,000 in November, following a decrease of 22,000 between September and October. There was a small decrease in the level for persons 14-24 and for women 25 and over and a small increase for married men 25-54. By duration, the short-term unemployment level—persons unemployed less than four months—decreased 12,000; long-term unemployment increased slightly by 5,000.

The unemployment rate, seasonally-adjusted, decreased 5.6 in November from 5.8 in October. The largest change was in Ontario where the rate declined 0.7. It increased 0.4 in Québec and 0.3 in the Prairie region, but decreased slightly in the Atlantic region and British Columbia. By main age-sex groups it declined 0.4 for persons 14-24, the second successive month of declines for these groups. The rate for married men 25-54 showed little change.

The participation rate, at 57-6, seasonally-adjusted, showed no change from October. The rate for persons 14-24 increased 0.6 to 54.7 after remaining stable for three successive months. There was a large decrease of 1.1 in the rate in British Columbia, following an increase of 0.6 for the previous

month. In the Prairie region the rate increased 0.6; other regions showed little change.

## U.S. EMPLOYMENT, NOVEMBER

The United States unemployment rate in November was 4.7 per cent of the labour force compared with 4.5 per cent in October. This increase, according to the U.S. Department of Labor, had nothing to do with the oil shortage, which had had no effect on jobs by early November when the labour force survey was taken. The number of unemployed persons in November was 4,300,000—200,000 more than in October. There was an increase in the unemployment rate for adult women—it rose to 4.7 per cent from 4.4 per cent in October. Slightly more than half of the unemployed persons in November had been out of work for less than five weeks—one fifth of them had been out of work for 15 weeks or more. The average duration of unemployment was 10.1 weeks, little changed from recent months.

## FEBRUARY CREDITS

**Photos.** Bill Payne, Australian Information Services: p. 98. Murray Mosher, Photo Features: p. 102, 103, 104, 105. N.F.B.: p. 110, 112, 122, 124, 125. Dan Mothersill, Toronto: p. 115, 116. Jim Edwards, California: p. 118. Hank Lebo, Los Angeles: p. 119.

# CONCILIATION

During November the Minister of Labour appointed conciliation officers to deal with the following disputes:

Air Canada and International Association of Machinists and Aerospace Workers, District Lodge 148 (representing a unit of cafeteria employees at the Air Canada Base, Dorval, Qué.) (Conciliation Officer: M. Archambault).

Speedy Storage and Cartage Limited, Lethbridge, Alta., and General Teamsters, Local 362 (Conciliation Officer: D. H. Cameron).

Kenwood's Moving and Storage Limited, Montréal, Qué., and Cartage and Miscellaneous Employees' Union, Local 931 (Conciliation Officer: J. J. de Gaspé Loranger).

Eastern Provincial Airways (1963) Ltd., Gander, Nfld., and Maritime Airline Pilots' Association (representing a unit of pilots) (Conciliation Officer: W. J. Gillies).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Vancouver Canadian Pacific Shipyard Workers' Union, Local 1552 (CLC) (Conciliation Officer: D. H. Cameron).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Victoria, B.C., and Victoria Canadian Pacific Maintenance Workers' Federal Union, Local 493 (CLC) (Conciliation Officer: D. H. Cameron).

Maple Leaf Mills Limited, Komoka, Ont., and International Chemical Workers' Union, Local 552 (representing a unit of employees at the Komoka Plant) (Conciliation Officer: H. A. Fisher).

Airwest Airlines Ltd., Vancouver International Airport, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers, Local 100 (Conciliation Officer: A. A. Franklin).

Crown Moving & Storage (Operated by Donald W. Murray Movers Ltd.), Welland, Ont., and Teamsters Local 879 (Conciliation Officer: H. A. Fisher).

CHLT Radio Sherbrooke Ltée; CHLT Tele-7 Ltée and CKTS Radio Sherbrooke Ltée, Sherbrooke, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Officer: M. Archambault).

**Settlements by conciliation officers.** Nordair Limited, Dorval, Qué., and Canadian Air Line Dispatchers Association (representing a unit of employees classified as dispatchers and assistant dispatchers (Conciliation Officer: R. N. Gray) (LG, Jan., p. 71).

Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and the Chalk River Technicians and Technologists, Local 1568 (CLC) (Conciliation Officer: K. Hulse) (LG, Sept. 1973, p. 620).

Atomic Energy of Canada Limited (Whiteshell Nuclear Research Establishment), Pinawa, Man., and Canadian Union of Public Employees, Local 938, Nuclear Reactor Operators (representing hourly rate employees of the Operations Branch) (Conciliation Officer: A. E. Koppel) (LG, Sept. 1973, p. 620).

Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and Chalk River Atomic Energy Draftsmen, Local 1569 (CLC) (Conciliation Officer: K. Hulse) (LG, Sept. 1973, p. 621).

**Decision to take no action.** Meyers Transport Limited, Campbellford, Ont., and General Truck Drivers Union, Local 938 (Conciliation Officer: T. B. McRae) (reassigned to M. K. Carson) (LG, Dec. 1973, p. 829).

**Dispute settled following decision to take no action.** Chapman's Transport Ltd., Kelowna, B.C., and General Truck Drivers and Helpers' Union, Local 31 and Teamsters Union, Local 213 (representing office employees) (Conciliation Officer: G. W. Rogers) (LG, Sept. 1973, p. 621).

**Legal strike following decision to take no action.** Capital Coach Lines Limited, Ottawa, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of employees classified as drivers) (Conciliation Officer: M. K. Carson) (strike commenced November 20, 1973) (LG, Oct. 1973, p. 695).

**Conciliation commissioner appointed.** Island Airlines Limited, Campbell River, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (LG, Dec. 1973, p. 829).

**Conciliation commissioner reports received.** Canadian National Hotels Limited (Fort Garry Hotel), Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Commissioner: J. S. Gunn) (LG, Jan., p. 72). (Full text appears in Supplement No. 3, 1973.)

Atomic Energy of Canada Limited (Power Projects), Sheridan Park, Ont., and The Sheridan Park Atomic Energy Draftsmen, Local 1645 (CLC) (Conciliation Commissioner: Professor Donald Fraser) (LG, Jan., p. 72). (Full text appears in Supplement No. 3, 1973.)

**Conciliation commissioner settlements.** Rio Algom Mines Limited (Nordic Section and Quirke Section), Elliot Lake, Ont., and United Steelworkers of America (representing a unit of office and technical workers) (Conciliation Commissioner: Thomas C. O'Connor) (LG, Jan., p. 72).

Atomic Energy of Canada Limited (Whiteshell Nuclear Research Establishment), Piwana, Man., and United Steelworkers of America, Local 7806 (representing specified hourly rate employees) (Conciliation Commissioner: J. S. Gunn) (LG, Nov. 1973, p. 771).

**Settlement reached at conciliation commissioner stage.** Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC) (Conciliation Commissioner: Professor Donald Fraser) (LG, Jan., p. 72).

**Conciliation board report received.** Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B., and International Longshoremen's Association, Local 273 (LG, Oct. 1973, p. 697). (Full text appears in Supplement No. 3, 1973.)

**Settlement reached by conciliation board.** Air Canada, Montréal, Qué., and Canadian Air Line Flight Attendants Association (LG, Jan., p. 72).

**Strike action following conciliation board procedure.** Alaska Trainship Corporation, New Westminster, B.C., and Canadian Merchant Service Guild (strike commenced November 8, 1973) (LG, Jan., p. 72).

**Legal lockout following conciliation board procedure.** Maritime Employers Association (acting for

and on behalf of the Shipping Federation of Canada Inc.), Port of Halifax, N.S., and International Longshoremen's Association, Local 269 (lockout commenced November 7, 1973) (LG, Jan., p. 72).

**Appointment of mediators under Sec. 195 Canada Labour Code (Part V—Industrial Relations).** Canadian Broadcasting Corporation and the Canadian Wire Service Guild, Local 213, The American Newspaper Guild (Mediator: C. E. Poirier) (LG, Jan., p. 72).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Halifax, N.S., and International Longshoremen's Association, Local 269 (Mediator: A. R. Gibbons) (see above).

**Settlements reached by mediators under Sec. 195, Canada Labour Code (Part V—Industrial Relations).** Atomic Energy of Canada Limited and Atomic Energy Allied Council (comprising ten various unions representing employees at Chalk River Nuclear Laboratories and also the International Association of Machinists and Aerospace Workers, Lodge 608, representing specified hourly rate employees of the Whiteshell Nuclear Research Establishment at Pinawa, Man.) (Mediator: T. B. McRae) (LG, Dec. 1973, p. 830).

Aqua Transportation Limited, Vancouver, B.C., and Canadian Merchant Service Guild (Mediator: D. S. Tysoe) (LG, Jan., p. 72).

Aqua Transportation Limited, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Seamen's Section), Local 400 (Mediator: D. S. Tysoe) (LG, Jan., p. 72).

**Settlement reported by mediator.** Radio Saguenay Limited (CKRS-CKRS-TV), Jonquière, Qué., and le Syndicat des Employés et techniciens en radio et T.V., Saguenay, Lac St-Jean (CSN) (Mediator: G. R. Doucet) (LG, Oct. 1973, p. 697).



# DECISIONS OF THE UMPIRE

## CUB 3255

The sole question for determination in this appeal is whether the claimant is entitled to maternity benefits during her re-established benefit period" the umpire said.

On August 18, 1971, the claimant filed an initial claim for benefit stating that she had been employed by the Bank ... from June 18, 1970 to August 13, 1971, when she left voluntarily because of pregnancy. A medical certificate confirmed the pregnancy and stated that, owing to complications in the pregnancy, the claimant was unable to work.

The claim was allowed as a major attachment claim and claimant received sickness benefits for a period of 15 weeks, the maximum period for which benefits can be paid in the Initial Benefit Period (Section 22 of the Act).

Under Section 20(6) of the Act, claimant's initial benefit period terminated on December 11, 1971 because, by that date, she had been paid benefits for the maximum number of weeks (15) for which initial benefits may be paid under Section 22.

In his decision, the umpire said: "it is not disputed that the claimant's expected date of confinement (February 3, 1972) fell during her re-established benefit period, that is, the period that follows automatically and immediately the initial benefit period. The sole question for determination in this appeal is whether the claimant is entitled to maternity benefits during her re-established benefit period. The applicable legislation is Section 30 of the Act. It reads as follows:

30. (1) Notwithstanding section 25 or 46 but subject to this section, benefits are payable to a major attachment claimant who proves her pregnancy, if she has had ten or more weeks of insurable employment in the twenty weeks that immediately precede the thirtieth week before her expected date of confinement; and for the purposes of this section, any weeks in respect of which the major attachment claimant has received benefits under this Act that immediately precede the thirtieth week before her expected date of confinement shall be deemed to be weeks of insurable employment.

(2) Benefits under this section are payable for each week of unemployment in

(a) the fifteen-week period that begins eight weeks before the week in which her confinement is expected, or (b) the period that begins eight weeks before the week in which her confinement is expected and ends six weeks after the week in which her confinement occurs, whichever is the shorter, if such a week falls in her initial benefit period established pursuant to section 20 exclusive of any re-established period under Section 32.

## CORRECTION

On page 836 of the December issue of The Labour Gazette, it was stated that Decisions of the Umpire 1943-70 are available from Information Canada at \$1.00 a set. This should read \$100 a set.

"The claimant submits as follows: '... It is our submission that maternity payments are payable during any period of unemployment under Section 30(2)(a) or 30(2)(b); however, if such a week occurs during the initial claim period, the claimant only receives the shorter of (a) or (b). The purpose of the section is to provide longer unemployment insurance benefits to women who get pregnant during a period of unemployment.'

"I do not agree with this suggested interpretation. It seems to me that maternity benefits are payable only as specified in Section 30 of the Act and that Section 30(2) makes these payments exclusive of any re-established period.

"Subsection (2) of Section 30 clearly states that maternity benefits are payable for each week of unemployment in the shorter of the two periods described in (a) and (b) thereof and further provides that such week of unemployment must fall in her initial benefit period and specifically states that in computing her initial benefit period, any and all re-established periods are excluded.

"This language is to me clear and unambiguous in restricting maternity benefits to the initial benefit period.

"Claimant submits that the purpose of the Section is to provide longer unemployment insurance benefits to women who get pregnant during a period of unemployment. If that was the purpose of the Section, the draftsman certainly did not use apt words to express that intention. In my opinion, there is no ambiguity in the words used and Section 30(2) clearly restricts the payment of maternity benefits to the initial benefit period.

"Claimant's appeal is therefore dismissed."

# PUBLICATIONS IN THE LIBRARY

## LIST NO. 298

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

### ACCIDENT PREVENTION

**1. Bureau of National Affairs, Washington, D.C.** OSHA and the unions: bargaining on job safety & health. [Washington, 1973] 56 p.

**2. International Labour Office.** Accident prevention; a workers' education manual. Geneva [1972] 174 p.

**3. U.S. Congress, Senate. Committee on Labor and Public Welfare. Subcommittee on Labor.** Implementation of the occupational safety and health act, 1972. Hearings, Ninety-second Congress, second session . . . Washington, GPO, 1972. 614 p.

### ARBITRATION, INDUSTRIAL

**4. McBrearty, James Connell.** Grievances: from prevention through arbitration, by James C. McBrearty and Guy M. Parent. [Tucson, Ariz., Old Pueblo Printers, 1973] 57 p.

### CHURCH AND LABOUR

**5. Bland, Salem Goldworth.** The new Christianity. Introduction by Richard Allen. [Toronto] University of Toronto Press [1973] 89 p.

### COLLECTIVE BARGAINING

**6. Atlantic Provinces Economic Council.** Collective bargaining and regional development. [Halifax] 1973. 58 p.

**7. Conference on Changing Factors in Collective Bargaining, University of Notre Dame, 1972.** Proceedings. Edited by Mark J. Fitzgerald and John J. Broderick. [Notre Dame, Ind., University of Notre Dame, Department of Economics, 1973] 84 p.

**8. Derber, Milton.** Collective bargaining in U.S. metalworking. [Urbana] University of Illinois, Institute of Labor and Industrial Relations, 1972. 86 p.

**9. Goldenberg, Shirley B.** Public service bargaining; implications for white-collar unionism. Kingston, Ont., Industrial Relations Centre, Queen's University, 1973. 32 p.

**10. Kochan, Thomas A.** Resolving internal management conflicts for labor negotiations. Chicago, International Personnel Management Association [1973] 52 p.

**11. Towers, Brian, ed.** Bargaining for change. Edited by B. Towers, T. G. Whittingham and A. W. Gottschalk. London, Allen & Unwin [1972] 279 p.

## CORPORATIONS

**12. Ralph Nader's Conference on Corporate Accountability, Washington, D.C., 1971.** Corporate power in America. Edited by Ralph Nader and Mark J. Green. New York, Grossman Publishers, 1973. 309 p.

## CORPORATIONS, INTERNATIONAL

**13. Hahlo, Hermann Robert, ed.** Nationalism and the multinational enterprise; legal, economic and managerial aspects. Edited by H. R. Hahlo, J. Graham Smith [and] Richard W. Wright. Leiden, Netherlands. Sijthoff; Dobbs Ferry, N.Y., Oceana Pub., 1973. 373 p.

**14. International Labour Office.** Multinational enterprises and social policy. Geneva [1973] 182 p.

**15. Lea, Sperry.** Multinational corporations in developed countries: a review of recent research and policy thinking, by Sperry Lea and Simon Webley. [Washington, British-North American Committee, 1973] 77 p.

## ECONOMIC POLICY

**16. Perkins, James Oliver Newton.** Macro-economic policy, a comparative study: Australia, Canada, New Zealand, South Africa, by J. O. N. Perkins [and others] London, Allen & Unwin [1972] 211 p.

## ECONOMICS

**17. Contemporary economic issues.** Edited by Neil W. Chamberlain. Rev. ed. Homewood, Ill., R. D. Irwin, 1973. 352 p.

**18. Myrdal, Gunnar.** Against the stream; critical essays on economics. [1st ed.] New York, Pantheon Books [1973] 336 p.

## EMPLOYEE OWNERSHIP

**19. Copeman, George Henry.** Capital as an incentive, by George Copeman and Tony Rumble. London, Leviathan House [1972] 221 p.

## EMPLOYEES' REPRESENTATION IN MANAGEMENT

**20. Conference Board.** Worker participation: new voices in management, by John M. Roach. New York, 1973. 45 p.

**21. Roberts, Ernie.** Workers' control. London, Allen & Unwin [1973] 308 p.

## EMPLOYER-EMPLOYEE COMMUNICATIONS

**22. Roodman, Herman.** Management by communication [by] Herman and Zelda Roodman. Toronto, Methuen, 1973. 340 p.

## GRIEVANCE PROCEDURES

**23. McBrearty, James Connell.** Handling grievances; a positive approach for management and labor representatives. Tucson, Ariz., University of Arizona, Division of Economic and Business Research [1972] 19 p.

## GUARANTEED ANNUAL INCOME

**24. Theobald, Robert, ed.** Middle class support; a route to socio-economic security. 2d rev. ed. Chicago, Swallow Press [1972] 199 p.

## HOURS OF LABOUR

**25. Ontario. Ministry of Labour. Research Branch.** Selected characteristics of compressed work schedules in Ontario [by] G. Robertson. [Toronto] 1973. 17 p.

## INDUSTRIAL PSYCHOLOGY

**26. Tarnowieski, Dale.** The changing success ethic; an AMA survey report. [New York] AMACOM [1973] 52 p.

## INDUSTRIAL RELATIONS

**27. Clegg, Hugh Armstrong.** The system of industrial relations in Great Britain. [Enlarged ed.] Oxford, Basil Blackwell, 1972. 500 p.



**28. Cuthbert, Norman H., ed.** Company industrial relations policies; the management of industrial relations in the 1970s. Edited by N. H. Cuthbert and K. H. Hawkins. [London] Longman [1973] 303 p.

**29. Dore, Ronald Philip.** British factory, Japanese factory: the origins of national diversity in industrial relations. Berkeley [Cal.] University of California Press [1973] 432 p.

**30. Great Britain. Commission on Industrial Relations.** The role of management in industrial relations. London, HMSO, 1973. 40 p.

**31. International Labour Office.** Structure and functions of research and training institutes in the field of labour relations [labour institutes, industrial relations centres and similar bodies] Geneva, 1973. 169 p.

## JOB SECURITY

**32. Weisberger, June.** Job security and public employees. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1973. 88 p.

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# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended November 17, 1973		9,297	- 0.2	+ 4.6
Employed.....	November	8,829	- 0.6	+ 5.6
Agriculture.....	"	416	- 9.8	- 3.3
Non-agriculture.....	"	8,413	- 0.1	+ 6.1
Paid workers.....	"	7,875	- 0.3	+ 6.4
At work 35 hours or more.....	"	6,417	- 10.5	- 2.3
At work less than 35 hours.....	"	2,102	+ 53.4	+ 42.0
Employed but not at work.....	"	310	- 10.1	- 1.0
Unemployed.....	"	468	+ 9.1	- 10.7
Atlantic.....	"	61	+ 17.3	+ 3.4
Québec.....	"	171	+ 12.5	- 9.0
Ontario.....	"	117	- 8.6	- 18.8
Prairie.....	"	57	+ 39.0	- 13.6
British Columbia.....	"	62	+ 10.7	- 7.5
Without work and seeking work.....	"	449	+ 8.7	- 10.4
On temporary layoff up to 30 days.....	"	19	+ 11.8	- 17.4
INDUSTRIAL EMPLOYMENT (1961 = 100)†.....				
Manufacturing employment (1961 = 100)†.....	August	136.5	- 1.5	+ 2.4
	"	132.4	+ 0.7	+ 4.5
IMMIGRATION.....				
Destined to the labour force.....	1st 9 mos. 1973	119,890	-	-
	"	60,892	-	-
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	October	126	- 8.7	+ 48.2
No. of workers involved.....	"	33,616	- 68.2	+ 14.4
Duration in man days.....	"	468,190	- 30.5	+ 20.1
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†.....	August	160.60	+ 0.7	+ 6.4
Average hourly earnings (mfg.)†.....	"	3.82	- 0.8	+ 7.3
Average weekly hours paid†.....	"	39.2	+ 1.3	- 2.0
Consumer price index (1961 = 100).....	"	153.0	+ 1.3	+ 8.3
Index numbers of weekly wages in 1961 dollars (1961 = 100)†.....	"	130.7	-	+ 3.2
Total labour income (Millions of dollars)†.....	October	5,576.5	+ 1.0	+ 12.5
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	October	215.4	+ 1.9	+ 5.9
Manufacturing.....	"	210.7	+ 1.7	+ 6.6
Durables.....	"	248.5	+ 1.9	+ 8.7
Non-durables.....	"	180.8	+ 1.6	+ 4.4
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	October	22,069	-	- 2.3
Completions.....	"	20,901	-	+ 11.3
Under construction.....	"	174,929	-	+ 5.1

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.



# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1968-1973

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	
				Man-Days	Per Cent of Estimated Working Time
1968 .....	559	582	223,562	5,082,732	0.32
1969 .....	566	595	306,799	7,751,880	0.46
1970 .....	503	542	261,706	6,539,560	0.39
1971 .....	547	569	239,631	2,866,590	0.16
†1972 .....	556	598	706,474	7,753,530	0.42
†1972—October .....	44	85	29,393	389,870	0.26
November .....	51	101	33,612	308,240	0.20
December .....	27	78	11,017	131,180	0.10
†1973—January .....	38	87	12,427	164,600	0.11
February .....	39	87	16,011	154,930	0.11
March .....	46	98	19,444	223,290	0.14
April .....	64	114	23,546	232,820	0.16
May .....	75	139	40,166	521,670	0.32
June .....	58	136	47,181	612,600	0.34
*July .....	43	125	56,424	546,550	0.32
*August .....	52	141	101,024	1,248,160	0.68
*September .....	39	138	105,801	673,580	0.46
*October .....	37	126	33,616	468,190	0.27

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, OCTOBER, 1973, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry .....	—	—	—	—
Mines .....	4	8	2,325	22,740
Manufacturing .....	16	69	20,775	306,910
Construction .....	3	8	4,304	53,000
Transportation and utilities ..	3	9	1,431	22,190
Trade .....	3	11	838	15,770
Finance .....	—	—	—	—
Service .....	6	17	2,811	39,490
Public administration .....	2	4	1,132	8,090
ALL INDUSTRIES .....	37	126	33,616	468,190

## STRIKES AND LOCKOUTS, OCTOBER, 1973, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland .....	1	3	945	3,220
Prince Edward Island .....	—	—	—	—
Nova Scotia .....	—	2	323	5,610
New Brunswick .....	—	2	1,375	18,930
Quebec .....	11	44	11,003	177,230
Ontario .....	9	34	8,763	122,900
Manitoba .....	1	2	503	7,470
Saskatchewan .....	—	—	—	—
Alberta .....	3	8	4,212	47,050
British Columbia .....	8	23	4,802	58,860
Federal .....	4	8	1,690	26,920
ALL JURISDICTIONS .....	37	126	33,616	468,190

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days October	Accu- mulated	Starting Date Termination Date	Major Issues Result
<b>Mines</b>								
<b>METAL</b>								
	American Smelting & Refining Co., Buchans, Nfld.		Steelworkers Loc. 5457 and I.B.E.W. Loc. 674 (AFL-CIO/CLC)	570	1,140	79,800	Mar. 15 Oct. 3	Wages—Increase from 80¢ to 95¢ an hr.; improved severance and pension benefits.
	Bradina Mines, Houston, B.C.		Steelworkers Loc. 271 (AFL-CIO/CLC)	125	2,750	11,890	June 18 —	Not reported—
	Graigmont Mines Ltd., Merritt, B.C.		Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	8,180	11,900	Sept. 16 —	Wages, working conditions, job security—
	Giant Mascot Mines, Hope, B.C.		Steelworkers Loc. 946 (AFL-CIO/CLC)	150	3,150	3,150	Oct. 1 —	Safety conditions—
	*Whitehorse Copper Mines Ltd., Whitehorse, Yukon.		Steelworkers Loc 926 (AFL-CIO/CLC)	160	160	160	Oct. 10 Oct. 12	Not reported—Not reported.
	Lornex Mining Corporation, Highland Valley, B.C.		Steelworkers Loc. 7916 (AFL-CIO/CLC)	500	3,000	3,000	Oct. 11 Oct. 19	Change in shift schedule— Question gone to arbitration.
	Brenda Mines Ltd., Peachland, B.C.		Steelworkers Loc. 7618 (AFL-CIO/CLC)	275	550	550	Oct. 16 Oct. 17	Employees walked off the job over firing of probationary employees—Return of workers after discussion.
<b>NON-METAL</b>								
	Canadian Rock Salt Co. Ltd., Pugwash, N.S.		Oil Workers Loc. 9-823 (AFL-CIO/CLC)	173	3,810	3,980	Sept. 28 —	Wages—
<b>Manufacturing</b>								
<b>FOOD AND BEVERAGES</b>								
	Dare Food (Biscuit Division) Ltd., Kitchener, Ont.		Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	8,360	135,610	May 26/72 —	Wages, hours—
	Canada Starch Co. Ltd., Cardinal, Ont.		Retail, Whole- sale Employees Loc 483 (AFL-CIO/CLC)	400	8,800	24,800	Aug. 2 —	Wages, fringe benefits—
<b>RUBBER</b>								
	Firestone Tire and Rubber, Joliette, Que.		Rubber Workers Loc. 790 (AFL-CIO/CLC)	300	6,600	46,500	Mar. 22 —	Delayed negotiations in a new contract—
	Les Caoutchoucs Acton, Ltée, Acton Vale, Qué.		CLC Directly Chartered	396	8,710	21,770	Aug. 13 —	Failed to reach agreement; employees locked out after slow-down—

# **STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY) (CONT.)**

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				October	Accu- mulated	Termination Date	Result
TEXTILES							
Consolidated Textiles Limited, St. Hyacinthe and Joliette, Qué.	Syndicat du Textile de Soie Inc. (CSD)	230	3,220	31,740	Apr. 4 Oct. 22	Wages, 5-day work week—Wage increase of 95¢ over 3 years; increase of vacation pay.	
WOOD							
MacMillan Bloedel Ltd., Red Band, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	190	4,180	65,740	June 19/72 —	Not reported—	
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,400	57,200	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—	
Harmac Pulp and Paper Ltd., Nanaimo, B.C.	Pulp & Paper Workers of Canada Loc. 8 (CCU)	1,050	6,300	30,450	Aug. 28 Oct. 10	Dispute over firing of eight employees—Mediation of third party.	
Raven Lumber, Campbell River, B.C.	Woodworkers Loc. 1-363 (AFL-CIO/CLC)	125	1,130	1,130	Oct. 12 Oct. 25	Firing of an employee—Question went to arbitration.	
FURNITURE AND FIXTURES							
Artistic Woodwork Co. Ltd., North York, Ont.	Canadian Textile and Chemical Union Loc. 570 (CCU)	120	2,640	6,000	Aug. 21 —	Union security—	
A.P. Furniture Inc., Laurier Station, Qué.	Building and Woodworkers Federation (CNTU)	140	3,080	5,740	Sep. 4 —	Wages, hours—	
PAPER							
Ontario-Minnesota Pulp & Paper Co. Ltd. (of Boise Cascade Co.), Fort Frances, Ont.	Machinists Lodge 771 (AFL-CIO/CLC)	803	17,780	70,550	July 3 —	Wages, hours, fringe benefits—	
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ont.	Int. Operating Engineers Loc. 490 Machinists Loc. 559 I.B.E.W. Loc. 940 (AFL-CIO/CLC)	720	7,200	48,960	July 9 Oct. 16	Wages, hours, fringe benefits—Contract ratified.	
Canadian International Paper Company, La Tuque, Gatineau and Trois-Rivières, Qué.	United Paperworkers Various locals (AFL-CIO/CLC)	3,190	36,460	187,820	July 25 Oct. 17	Wages, cost-of-living clause job security, pension plans—23½% increase in a 3-yr. contract.	



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days October	Accu- mulated	Starting Date Termination Date	Major Issues Result
B.C. Cellulose Company Interior Pulp Operations, Castlegar, B.C.	Pulp and Paper Workers Loc. 1 (CCU)	320	1,830	15,780	Aug. 1 Oct. 12	Wages, other matters—Workers returned to work while nego- tiations continued.	
Canadian International Paper Company, Hawkesbury, Ont.	United Paper- workers Inter- national Union Loc. 28 (AFL-CIO/CLC)	380	5,130	19,950	Aug. 3 Oct. 19	Wages, fringe benefits, length of contract—33¢ to 40¢ an h increase; increased retiremen pension.	
New Brunswick Inter- national Paper Company, Dalhousie, N.B.	Four unions	925	17,580	51,810	Aug. 8 Oct. 27	Wages, pension plan, cost-of- living escalator, job classifica- tion plan, job security—Not reported.	
Price Brothers Co., Alma, Jonquière and Kénogami, Qué.	Pulp and Paper Workers' Federation (CNTU)	1,987	44,000	117,050	Aug. 10 —	Wages, hours, fringe benefits—	
MacMillan Rothesay Ltd., Saint John, N.B.	United Paper- workers Locs. 601 & 907 (AFL-CIO/CLC)	450	1,350	8,100	Sep. 9 Oct. 4	Wages, pension and vacations— 40¢ an hr. 1st. yr., 8½% 2nd yr. improved shift differential, va- cation & pension formula safety conditions & medica provisions.	
Ontario Paper Co., Thorold, Ont.	Five unions (AFL-CIO/CLC)	1,100	19,640	20,800	Sep. 29 Oct. 26	Special trades adjustments union recognition and working conditions—Increase of 8.5 pe- cent in each yr. and trade ad- justments for skilled worker—	
Thurso Pulp and Paper Co., Thurso, Qué.	Woodworkers Loc. 2-152 (AFL-CIO/CLC)	160	3,520	3,520	Oct. 1 —	Wages—	
E.S. & A. Robinson, Leaside, Ont.	Printing Pressmen Loc. 466 (AFL-CIO/CLC)	450	7,200	7,200	Oct. 10 —	Not reported—	
PRIMARY METALS							
Canadian Steel Foundries, Montréal, Qué.	Steelworkers Loc. 6859 (AFL-CIO/CLC)	800	8,000	8,800	Sep. 28 Oct. 16	Dispute over working condi- tions — Questions — Question submitted to binding arbitra- tion.	
Sidbec-Dosco, Contrecoeur, Qué.	Steelworkers (AFL-CIO/CLC)	120	600	600	Oct. 22 Oct. 29	Worked done by non-union per- sonnel, promotions, transfers job classifications and salaries— Not reported.	
METAL FABRICATING							
Combustion Engineering Superheater Ltd., Sherbrooke, Qué.	Machinists Loc. 530 (AFL-CIO/CLC)	420	9,240	21,420	Aug. 20 Oct. 29	Not reported—Not reported.	

# **STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY) (CONT.)**

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	October	Accu- mulated	Termination Date	Major Issues
Location	Union					Result
MACHINERY						
George White & Sons Co. Ltd., London, Ont.	Machinists Loc. 2029 (AFL-CIO/CLC)	115	1,270	7,600	July 12 Oct. 17	Wages, cost-of-living plan & fringe benefits—10¢ per hr. in fringe benefits.
Mathews Conveyer Co. Ltd., Port Hope, Ont.	Machinists Loc. 1805 (AFL-CIO/CLC)	230	5,060	9,660	Aug. 31 —	Cost-of-living bonuses—
Olivetti Canada Limited, Don Mills, Ont.	Steelworkers Loc. 4848 (AFL-CIO/CLC)	120	1,800	1,800	Sep. 10 Oct. 1	Not reported—Not reported.
Armour Elevator, Pickering, Ont.	Machinists Loc. 2524 (AFL-CIO/CLC)	271	1,360	5,430	Sep. 10 Oct. 9	Wages—24% increase over 28 months, upgrading of job, im- proved vacations, hospital plan.
TRANSPORTATION EQUIPMENT						
National Steel Car Corporation Ltd., Hamilton, Ont.	Steelworkers Loc. 7135 (AFL-CIO/CLC)	900	4,500	73,800	June 11 Oct. 9	Disagreement over incentive clause in contract—Not reported.
ELECTRICAL PRODUCTS						
Fleetwood Corp., Montréal, Qué.	Machinists Loc. 2146 (AFL-CIO/CLC)	350	7,700	26,600	July 16 Oct. 17	Wages & other—25% increase over a 3-yr. contract; improved fringe benefits.
Great Lakes Carbon, Berthierville, Qué.	Metallurgists' Miners and Chemical Workers Federation (CNTU)	190	4,180	9,690	Aug. 19 —	Working conditions—
RCA Ltd., Montréal, Qué.	Independent Union	130	2,860	6,630	Aug. 20 —	Not reported—
NON-METALLIC MINERAL PRODUCTS						
Asbestonos Corp., St. Lambert, Qué.	Auto Workers Loc. 1469 (CLC)	176	1,410	22,530	Apr. 10 Oct. 12	Not reported—28 month con- tract with minimum hike of 80¢ an hr. and improved benefits.
Domtar (Matériaux de construction) Laprairie, Qué.	Glass and Ceramic Workers Loc. 215 (AFL-CIO/CLC)	105	2,310	6,200	Aug. 8 —	Not reported—
Shockbeton Inc., Saint-Eustache, Qué.	Steelworkers Loc. 7443 (AFL-CIO/CLC)	165	500	500	Oct. 27 —	Wages—
PETROLEUM AND COAL PRODUCTS						
Texaco Canada Ltd., Port Credit, Ont., Don Mills, Ont.	Oil Workers Locs. 9593 & 9599 (AFL-CIO/CLC)	280	3,360	9,520	Aug. 29 Oct. 18	Overtime payments, grievance procedure—Wage increase of 8% in 1st yr. & 7.5 per cent 2nd year.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days October	Accu- mulated	Starting Date Termination Date	Major Issues Result
CHEMICAL PRODUCTS							
	Dow Chemical of Canada Ltd., Sarnia, Ont.	Oil Workers Loc. 9-672 (AFL-CIO/CLC)	800	10,400	10,400	Oct. 13 —	Failure to negotiate contract hours of work—
	Polymer Corporation Building Systems Division, Milton, Ont.	Three unions	200	900	900	Oct. 22 Oct. 29	Protest increase given to 1 maintenance men—Return to work.
MISCELLANEOUS							
	Bulova Watch, Toronto, Ont.	Steelworkers Loc. 1111 (AFL-CIO/CLC)	114	110	110	Oct. 22 Oct. 23	Not reported—Not reported.
Construction							
	Construction Assoc. Management Labor Bureau, Mainland Nova Scotia	Various unions (AFL-CIO/CLC)	150	1,800	166,120	May 7 Oct. 18	Wages, other matters—Wage increases, other improved benefits.
	Mechanical Contractors Ass'n. of Alberta, Southern Alberta-Red Deer to U.S. Border.	Plumbers Loc. 496 (AFL-CIO/CLC)	913	15,520	39,260	Aug. 23 Oct. 25	Wages, fringe benefits—Wage increase, improved benefits.
	Alberta Insulators Contractors Assoc., Calgary area-Red Deer to U.S. Border.	Asbestos Workers Loc. 126 (AFL-CIO/CLC)	115	2,530	4,940	Aug. 31 —	Wages, hours, working conditions—
	Hydro-Québec, Complexe Manic-Outardes, Qué.	Public Service Employees Fed'n, (CNTU)	164	3,610	4,920	Sep. 19 —	Wages, working hours—
	Alberta Construction Labour Association, Edmonton, Alberta.	Carpenters Loc. 1325 (AFL-CIO/CLC) & other unions	2,610	26,100	26,100	Oct. 1 Oct. 16	Wages & fringe benefits—Wage increase and improved fringe benefits.
	Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	2,750	2,750	Oct. 17 —	Not Reported—
Transportation and Utilities							
TRANSPORTATION							
	*CP Air-Vancouver International Airport, Vancouver, B.C.	Machinists Loc. 764 (AFL-CIO/CLC)			54,060	July 25 Oct. 1	Wages, vacations, pension plans and reduced work week—9% wage increase 1st yr. and 8% 2nd yr.; improved vacations.
	*Grimshaw Trucking & Distributing Ltd., Edmonton, Alta.	Teamsters Loc. 362 (Ind.)	105	530	530	Oct. 1 Oct. 9	Wages—Accepted conciliation.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				October	Accu- mulated	Termination Date	
Location							Result
British Columbia Railway, Squamish, B.C.	Various unions		383	2,740	2,740	Oct. 15 Oct. 25	Wages & length of contract— 18% increase over 22 months; dental and long-term disability insurance, more holidays.
COMMUNICATION							
Okanagan Telephone Company, Okanagan Valley, B.C.	Federation of Telephone Workers of British Columbia (CLC)		550	12,100	27,180	Aug. 21 —	Wages, pension plan—
Radio Québec, Montréal, Qué.	Service Employees Federation (CNTU)		143	2,250	4,190	Sep. 12 —	Wages, schedules and other—
Trade							
Association des Epiciers détaillants en alimentation, Jonquière, Qué.	Commerce Federation (CNTU)		444	9,770	9,770	Oct. 12 —	Slowness in negotiations—
Services							
EDUCATION							
University of Manitoba, Fort Garry, Man.	Canadian Industrial Mechanical and Allied Workers (CCU)		450	6,300	6,300	Oct. 12 —	Wages—
McGill University, Montréal, Qué.	Service Employees Loc. 298 (AFL-CIO/CLC)		260	1,040	1,040	Oct. 15 Oct. 19	Wages—Wage increase from 22 to 24% over a two-yr. contract.
School District, No. 34, Abbotsford, B.C.	Carpenters Loc. 1670 (AFL-CIO/CLC)		126	820	820	Oct. 23 —	Wages and expiry date of con- tract—
HEALTH AND WELFARE							
*Health and Welfare and Other Depts. (Represented by Treasury Board), Canada-wide.	Professional Institute of Public Service of Canada (Ind.)		224	750	750	Oct. 22 Oct. 26	Wages, wage disparity—Return of nurses after protest actions.
SERVICE TO BUSINESS							
*Atomic Energy of Canada Ltd., Pinawa, Man.	Machinists Loc. 608 (AFL-CIO/CLC)		122	2,680	4,510	Sep. 8 —	Wages & improved benefits—
*Atomic Energy of Canada Ltd., Chalk River, Ont.	Various unions Atomic Energy Allied Council		942	20,720	34,850	Sep. 10 —	Wages and fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER 1973 (PRELIMINARY) (CONCL'D.)

Industry			Duration in Man-Days		Starting Date	Major Issues Result				
Employer		Workers	October	Accu- mulated	Termination Date					
Location	Union	Involved								
<b>Public administration</b>										
PROVINCIAL ADMINISTRATION										
Government of Newfoundland, St. John's, Nfld.	Newfoundland Association of Public Employees	325	980	980	Oct. 26 —	Wages—				
LOCAL ADMINISTRATION										
City of Hamilton, Hamilton, Ont.	Public Employees Loc. 167 (CLC)	600	6,000	31,800	July 30 Oct. 16	Wages—Not reported.				
City of Edmonton, Edmonton, Alta.	Public Employees Loc. 52 (CLC)	400	400	400	Oct. 4 Oct. 4	General dissatisfaction with proposed agreement—Workers returned to work under court injunction.				
Cité de Saint-Léonard Saint-Léonard, Qué.	Public Service Employees Federation (CNTU)	110	1,210	1,210	Oct. 16 —	Wages—				

\*Federal Jurisdiction

# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

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**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

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**Wage Rates, Salaries and Hours of Labour, 1971**. An annual report published in loose-leaf form and followed later by a paperback volume. Contains the results of an annual survey at October 1 of occupational wage rates and standard hours of work in major communities and most industries. First-year service, including attractive binder with index tabs and paperback volume, \$10.00; service without indexed binder, \$7.50; individual tables, free from Surveys Division. Paperback volume, \$3.00. (Bilingual). Cat. No. L2-555.

**Working Conditions in Canadian Industry, 1972**. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

**Productivity, Costs and Prices**. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

**The Institutions of Industrial Relations in Continental Europe**. by Paul Malles, Economic Council of Canada. \$3.00. Cat. No. L41-1273.

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**Conventions and Laws Relating To Working Women** (Bilingual). Free.

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**Labour Standards in Canada**. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. L2-7/1971.

**Workmen's Compensation in Canada**. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

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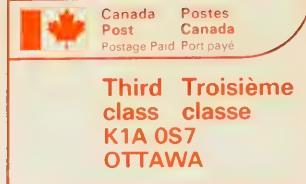
**Safety Perspective Sécurité**. Periodical designed to assist employers and employees in upgrading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

**Canada Occupational Safety Manual**. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

**Bibliography, Occupational Safety and Health**. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1971. Free.

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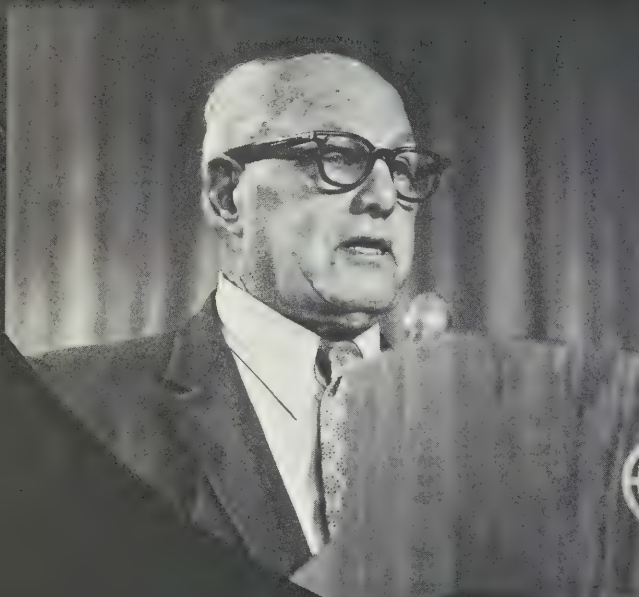


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# THE LABOUR GAZETTE







The main argument for international unions is that the emergence of multi-national corporations calls for an international labour counterforce ... a move that would be sadly out of step ... Canada is moving toward a more conscious nationalism, and the U.S. seems to be turning toward neo-isolationism. See: Is Canadian-American Labour Solidarity Forever?



# THE LABOUR GAZETTE

Monthly Journal  
Canada Department of Labour

Vol. 74, No. 3/March 1974

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**Labour  
Canada**

**Travail  
Canada**

# NEWS BRIEFS

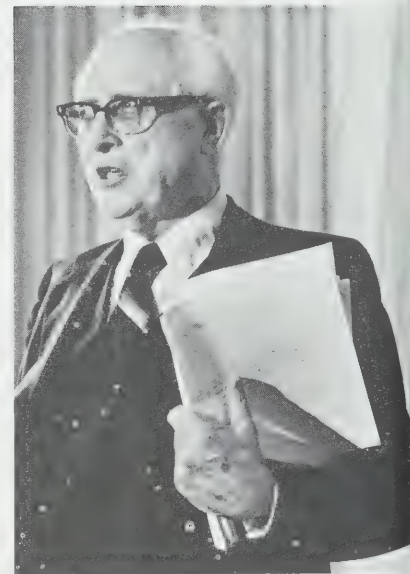
## RAIL SETTLEMENT

■ Canada's 90,000 railway workers received wage settlements as high as 24 per cent in an arbitration award rendered by Mr. Justice Emmett Hall in January. The new two-year contract is retroactive to January 1, 1973.

Hall, a retired Supreme Court of Canada judge, was appointed to arbitrate the contracts of 56,000 non-operating employees, 20,000 shopcraft workers, and 14,000 trainmen after they staged a nation-wide rail strike last summer and were legislated back to work by Parliament. The Hall report was the product of 14 months of negotiations, several conciliation boards, and an attempt at mediation.

Hall awarded the workers higher settlements than those given in the back-to-work legislation. Parliament had given the non-operating employees, members of the Associated Non-Operating Railway Unions, a 1973 pay increase of 34 cents an hour, and a 1974 increase totalling 8 per cent; Hall awarded them 15 cents an hour more, and 9 per cent for 1974, for a total settlement of 24 per cent, thereby raising the average wage from \$3.54 in 1973 to \$4.39 as of January 1, 1974.

The shopcraft workers, members of the Shopcraft Federated Trades, had received from Parliament 1973 increases of 8.25 per cent and 1974 raises of 8 per cent. Hall's award was about 23 per cent for the two-year contract, raising their 1974 average wage to \$4.94 from the 1973 average of \$4.05. The trainmen, members of the United Transportation Union, also received a settlement totalling 23 per cent, giving them an average wage, as of January 1, 1974, of \$5.22 an hour, up from the 1973 average of \$4.25.



**Emmett Hall**

In addition to the overall wage increases, Hall gave an additional 21 cents an hour to yard foremen, switcher operators, helpers and car retarder operators—employees considered to be performing the hardest and dirtiest of all railway jobs. As well, Hall introduced shift differential into the contracts by

granting a 10-cent an hour premium for workers on evening shifts, and 15 cents an hour for those on night shifts.

Hall concentrated on wage settlements, and he accepted the unions' demands about their need to catch up with inflation and the cost of living, and the wage hikes being won in other industries. He did not rule on other issues, such as job security or the contention of railway management that rear brakemen could be eliminated on trains. Instead, the union and the railways, including CP Rail, Canadian National, and nine smaller companies, were instructed to return to the bargaining table and come to an agreement by June 30.

The railways estimated the cost of Hall's settlement at close to \$400,000,000, including all wage gains and fringe benefits. They argued that they could not afford to pay the new rates because the 1973 economic conference in Calgary had reached an agreement that froze freight rates until early 1975. But Hall concluded that the rate freezing was done "in the national interest as part of the national policy," and that "employees should not be asked to subsidize a national purpose." Instead, said Hall, the railways should seek government subsidies. Negotiations between the unions and the railways for a new contract will begin this fall.



**Thomas Eberlee**

#### NEW LABOUR DM

■ **Thomas Eberlee**, 43, a former newspaperman who holds the distinction of being the youngest deputy minister in Ontario's history, **has been named federal Deputy Minister of Labour** to succeed Bernard Wilson who recently retired. Eberlee, currently Ontario's Deputy Minister of Community and Social Services, assumes his new duties in Ottawa on May 1.

Born in Toronto, Eberlee received a Bachelor of Arts degree from the University of Toronto in 1951. He worked as a reporter for **The Toronto Star** and spent several years writing from the Parliamentary and Queen's Park Press Galleries.

In 1958 he was appointed an executive officer in the Ontario Department of Economics and Development. From 1959 until 1962, he served as assistant secretary and labour specialist in the Conservative Government of Leslie Frost; and, in July 1962, he was

named assistant deputy minister of labour. He served as secretary to several commissions, including the 1961 Goldenberg Commission, which examined labour-management problems in the Toronto construction industry.

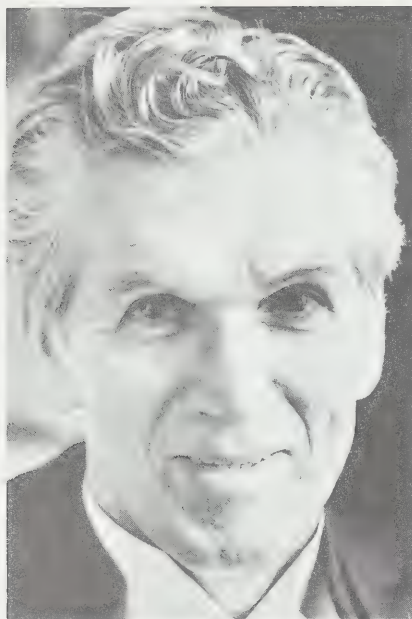
**As assistant deputy minister, Eberlee's main responsibilities were safety, industrial training, and labour standards.** From 1962 to 1963, he was secretary of the Legislature's Select Committee on Manpower Training; and, from 1964 to 1966, he was associated with the re-writing and implementation of the Ontario Apprenticeship Act, the Operating Engineers Act, and industrial safety legislation.

In 1966, **Eberlee made Ontario history when he was appointed deputy minister of the Ministry of Labour at the age of 35.** He remained in that post until December 1971, when he became Deputy Minister of Community and Social Services.

As an advocate of human rights, **Eberlee has played a leading role in the Ontario Human Rights Commission since its inception in 1960.** He is committed to serving social goals such as improved minimum standards and the welfare of individual workers. As a troubleshooter he contributed to settlement of the year-long strike at Toronto's Royal York Hotel in 1962. He is also skilled in industrial relations at its highest level, and is considered a champion of the underdog and of trade unionism.

Eberlee is married and has a daughter and a son.





Bora Laskin

## NEW CHIEF JUSTICE

■ **Bora Laskin became Chief Justice of the Supreme Court of Canada in January.** A well-known labour arbitrator and conciliator from 1942 to 1965, he has published articles on the legal status of trade unions in Canada, a selection of cases and material on labour law, and he headed a 1963 commission of inquiry into the Ontario Industrial Standards Act.

Born in Fort William (now Thunder Bay), Ontario, Laskin received his university education at the University of Toronto, earning a Bachelor of Arts in 1933, a Master of Arts in 1935 and a Bachelor of Legal Letters in 1936. He was called to the Bar of Ontario in 1937 and that same year received his Master of Legal Letters from Harvard University.

From 1940 to 1945, Laskin was assistant professor of law at the University of Toronto Law School. He lectured in law at Toronto's Osgoode Hall Law School from 1945 to 1949; from 1949 to 1965, he was a University of Toronto law professor. Laskin was appointed to the Supreme Court of Ontario in September 1965 and to the Supreme Court of Canada in March 1970.

## PROTECTION FOR WORKERS

■ **An adjustment assistance program for older employees in the footwear and tanning industries,** providing pre-retirement benefits of up to \$80 weekly to eligible workers, has been announced by Labour Minister John Munro. Designed to compensate older workers displaced because of the implementation of a new footwear and tanning industries strategy initiated by Industry, Trade and Commerce Minister Alastair Gillespie, the program is meant to help the industries become more competitive by upgrading workers, and modernizing the plants and facilities.

The adjustment assistance program, similar to one already in operation for workers in the clothing and textile industries, **will aid workers between 54 and 65 years of age** who have at least 10 years employment in the tanning or footwear industries and have no prospect of employment. They must be employed by a firm that

lays off 10 per cent of the plant's workers, or 50 employees, whichever is the lesser, and be certified by the General Adjustment Assistance Board as being laid off owing to the implementation of the plan to upgrade the plant.

Munro said that many displaced workers can be aided in adjusting to new employment through the job placement, counselling, retraining and relocation services available from the Department of Manpower and Immigration. **But older workers face special problems like unforeseen early retirement.**

According to the Anti-Dumping Tribunal of April 1973, he stated, total employment in the leather footwear industry in 1971 was 17,800 workers—9,500 employed in Québec, and 7,700 in Ontario. Between 1961 and 1971, total employment in the industry dropped by 18 per cent. Whether or not this situation can be improved will depend on the industry's ability to adjust to changing conditions, and to introduce technological improvements, greater degrees of specialization, and more rewarding jobs.

The assistance benefits will be payable to those workers 54 to 65 years old who have been employed in the industry for 10 years during the 15 years preceding the layoff, and who have exhausted their unemployment insurance benefits. They must also be certified as having no employment prospects, or as having accepted employment with earnings less than their previous average weekly earnings in the industry.

The **benefits will be 50 per cent of the average weekly insurable earnings on which unemployment insurance benefits are calculated;** for 1973, the maximum weekly insurable earnings were \$160, and the maximum pre-retirement payment was \$80. Benefits will be adjusted annually to reflect the cost of living. The plan will remain in effect for a five-year period beginning January 1, 1974, as far as the layoff certification is concerned. Payments to workers will continue until they reach 65, or become entitled to a retirement pension from the Canada or Quebec Pension Plan.

## FEDERAL MINIMUM WAGE

■ The **minimum federal hourly wage rate will be increased to \$2.20 an hour** from the current \$1.90, effective April 1, Labour Minister John Munro announced in January. The minimum wage for employees under 17 years of age will be increased on the same day to \$1.95 from the present \$1.65. About 19,300 workers, employed in jobs under federal jurisdiction—inter-provincial transport, pipelines, communications, banks, shipping, and certain Crown corporations—will be affected by the higher wage rate. The current rate of \$1.95 has been in effect since November 1, 1972.



## CONTAINER SHIPPING

■ The **movement of import, export, and domestic freight by container boxes is expected to at least double current levels by 1980** at the expense of reduced employment through increased automation. So says a four-year study made by a group of consultants, mainly the Swan Wooster Engineering Company of Vancouver, and the Matson Research Corporation of San Francisco.

The study, prepared for the Canadian Transport Commission, suggests that **railways are in the best position to benefit from the increased container business** because they have the centralized organization, and container terminals in Montreal, Toronto, Winnipeg, Edmonton and Calgary necessary to do the job. Trucking firms would not gain the same advantage as the railways, says the

study, because of current restrictions on the length of road vehicles: a truck can transport, at most, one 40-foot or two 20-foot containers that provide 27 per cent less cargo capacity than a conventional highway trailer.

**The study states** that container facilities increase freight movement at lower labour costs, and that **labour in container ports is 7.5 to 15 times more productive than labour at comparable conventional ports.** Labour at inland rail or truck container terminals is 20 times more productive than at conventional inland terminals.

The five Canadian ports engaged in import-export container traffic handled 315,000 units in 1972 and had a capacity of 450,000 units, said the report. Expectations are that this traffic will grow to 800,000 units by 1980. The study estimates potential domestic container traffic at 900,000 units by 1980, nearly 50 times the current level.

## PURCHASING POWER

■ **Wages in Canada are rising, but they are buying less**, for Canada is going through the worst period of inflation in 22 years, according to **Statistics Canada**. The average weekly wage of about 4,000,000 workers, whose salaries are used to compute the statistics, was \$165.56 last October, an increase of \$1.81 from the previous month.

The purchasing power of the net paycheck—the amount left over after calculations for inflation—was up 68 cents from September, but down \$1.39 from October 1972. This, say Statistics Canada officials, shows a decline in buying power since last July. **Purchasing power of the average wage fell to a new low last July** when it came out \$1.88 lower than the buying power of July 1972. The loss showed a gradual easing to \$1.62 in August, \$1.52 in September, and \$1.39 in October as wage increases made up for some of the losses.

In a provincial breakdown, Statistics Canada said the **average wage** in October 1973 in **Newfoundland** was \$155.47, an increase of 13 cents a week from September, and \$14.08 from October 1972. **Prince Edward Island's** average wage last October was \$114.01, down 96 cents for the month, and up \$12.47 from October 1972. In **Nova Scotia**, the average wage was \$140.12, up 34 cents for the month, and up \$14.04 for the year. **New Brunswick's** average wage was \$137.35, an increase of \$1.25 for the month and \$10.62 for the year.

In **Québec**, the average wage of \$157.87 was up \$1.13 for the month and \$10.97 for the year. **Ontario's** average wage was \$170.90, up \$1.41 for the month and \$11.72 for the year. In **Manitoba**, the average wage of \$148.60 was \$1.37 higher for the month and \$10.21 for the year. **Saskatchewan's** average wage of \$147.68 was \$1.90 for the month and \$8.81 for the year. **Alberta's** average wage was \$166.81, up \$2.48 for the month and \$13.05 for the year. In **British Columbia**, the average wage was \$183.21, an increase of \$1.41 for the month and \$10.98 for the year.

Statistics Canada does not publish provincial consumer price figures, so calculation of the purchasing powers of provincial wages is not possible.

## LABOUR FORCE GROWTH

■ **The labour force in Canada is expected to grow by 3 per cent a year** until 1976, according to a background paper prepared by the Economic Council of Canada for the national economic conference held in Montreal in December. The labour market will be swelled by young men in search of more money and greater job opportunities, said the Council, and the number of young women seeking work will drop from the high number reached in the 1960s.

**The labour force in 1973 increased a full percentage point faster than anticipated**, declared the Council. Between November 1972 and November 1973, according to Statistics Canada, the workforce increased 4.6 per cent to 9.29 million from 8.88 million. Much of this growth has been attributed to the entry of young men into the workforce, said the ECC.

But the Council was cautious in its predictions, conceding that the anticipated growth in the number of young people in the workforce could be lower, and that the size of the female labour force might not necessarily decline, and could actually increase: "The accuracy of labour force predictions is closely dependent upon whether the recent high labour force participation is a short-lived phenomenon or whether it implies a change in fundamental behaviour."

## FIRESTONE CONTRACT

■ The 10-month old strike of the **Firestone Tire and Rubber Company** plant in **Joliette, Québec**, ended in January when **management acceded to almost all of the demands put forward by the United Rubber Workers International Union**.

In a three-year contract, the company's 312 employees received: wage increases of 70 cents an hour in the first year, and 26 cents an hour in each of the next two years; a guarantee that French would be the working language in all plant communications; and elimination of an earlier company stipulation that wage hikes for pieceworkers be based on increased productivity rates. The Joliette workers still receive 26 cents an hour less than their counterparts in Firestone's Hamilton plant, but **wage parity was not a union demand**.

The union also won the right to file, in French, grievances related to working conditions, but lost its bid for the arbitration of non-contract grievances.



## CANADIAN CELLULOSE

■ A two-stage reduction in the **workweek** to 35 hours from 37½ hours has been negotiated in a first contract for 30 office employees of **Canadian Cellulose Limited** in Vancouver.

The two-year settlement, covering the Vancouver workers and 50 others in Prince Rupert, has produced an unusual situation, in that **the union had to set up an affiliate with another name:** The British Columbia Government Employees' Union (BCGEU) changed its name to the B.C. Union of Office and Technical Workers, with locals in Vancouver and Prince Rupert. The name change developed because Canadian Cellulose objected that identification with the BCGEU might make the investing public think that the company was a Crown corporation. The B.C. government is the principal shareholder in the company, but the firm operates as a private concern.

In the contract settlement, **the workweek was reduced** to 36½ hours **for Vancouver employees** this year, and to 35 hours on August 1, 1975. **At Prince Rupert,** the office **workers took more pay instead of shorter hours**—a 9 per cent pay increase in 1974, and an 11.5 per cent increase next August. The Vancouver workers accepted 8 per cent this year, and 8.5 per cent next year. In both cases, minimum wage increases of \$60 in 1974 and \$65 in 1975 are guaranteed.

## NEW TEACHERS' ASSOCIATION

■ The founding convention of the **Centrale de l'Enseignement du Québec (CEQ)**, organized to replace the Québec Teachers' Corporation, **has decided to make the new association more flexible by not restricting membership to teachers** and by opening itself up to all unorganized workers in the educational sector. This spring, the CEQ will ask the Québec National Assembly to repeal the act making the CEQ a corporation so that it can become a central labour body under the Professional Syndicates Act.

## BECKER MILK DECISION

■ A new phase has been opened in the **dispute over employment status between the Becker Milk Company chain and the managers of its 400 Ontario stores.** An assessment of back pay in four test cases made in January by the Employment Standards Branch of the Ontario Ministry of Labour will allow the company to appeal a decision that the store managers are employees entitled to benefits under the Ontario Employment Standards Act.

As reported in the January number of *The Labour Gazette*, the Ontario Court of Appeal on October 31 denied Becker the right to appeal the decision of an Ontario inquiry that the managers were employees, and therefore could seek up to two years overtime, vacation and severance back pay, and pay due them for working less than the minimum wage.

The Branch calculated an hourly wage rate based on a 90-hour-a-week store operation that Becker maintains is incorrect because it assumes that managers work the maximum number of hours. The Becker appeal is based on the Employment Standards Branch assessment of hours of work and hourly rates of pay, and **the company is using this appeal to argue that the four managers were not employees,** but independent businessmen.

According to the Becker lawyer, the company appeal will argue that the managers were not employees, and therefore not subject to overtime payments. Becker contends that the managers' work was supervisory or managerial, which, under the Ontario Employment Standards Act, would exclude them from provisions governing hours of work.

## CANADIAN PRESIDENTS

■ Some interesting **facts and figures about "typical" presidents of large Canadian corporations** have been compiled by a Chicago executive employment agency, Heidrick and Struggles, Inc. The agency sent questionnaires to the presidents of 255 Canadian companies with annual sales of \$35,000,000 or more. Of the 136 who responded: (1) 52 per cent earned more than \$75,000 a year; only 12 per cent received less than \$50,000. Among presidents of the larger industrial firms, 73 per cent earned more than \$100,000, and 9 per cent earned more than \$200,000. (2) 91 per cent of the presidents had company-paid memberships in a city club; 72 per cent received company-paid memberships in

country clubs; 74 per cent had the use of a company car, and 43 per cent of these had chauffeurs. (3) 70 per cent held stock options, and 12 per cent used rent-free apartments. Only 20 per cent had an employment contract. (4) more than half had either spent their whole careers with the companies they headed or had worked for only one other previous employer. (5) 63 per cent were over 50 years old; the median age was 52. But half of the presidents of larger industrial companies with sales of more than \$100,000,000 were under 50. (6) 63 per cent had one or more college degrees, and more than one-third of these had been earned at the University of Toronto.

#### GRAPE BOYCOTT

■ **Québec's three major unions have asked food chains in that province to stop marketing California grapes and lettuce** while the United Farm Workers of America continue to strike farmers in that state. Most Montreal food stores sell the products, while dis-

playing signs saying that the grapes and lettuce are being boycotted. But the unions, the Confederation of National Trade Unions, the Québec Federation of Labour and the Centrale de l'Enseignement du Québec, have said that the signs are not enough, and that sale of the products should be stopped.

The UFW has been on strike since last July, when California fruit growers refused to recognize the union's jurisdiction over 60,000 farm workers, and instead, signed contracts with the International Brotherhood of Teamsters to represent the workers. Consequently, the UFW lost 200 contracts to the Teamsters, and its membership dropped to 8,500 persons.

#### CCA APPOINTMENT

■ **George Durocher**, labour relations director with the **Canadian Construction Association**, has been appointed to the new association post of Director of Manpower Resources and Labour Relations. A member of the Association since 1967, Durocher is an

authority on labour relations and manpower in the construction field. In his new job, he will work with provincial and trade construction associations, and with the federal Department of Manpower and Immigration, in development of the training facilities required to ensure availability of supply of manpower adequate to meet the needs of the construction industry.

#### UIC APPOINTMENT

■ **Raymond Lapointe**, 58, of Montreal, a perennial spokesman for the United Steelworkers of America, has been **appointed labour commissioner of the Unemployment Insurance Commission**. Lapointe has represented the Steelworkers since 1944 in collective bargaining for national and international contracts, in conciliation and arbitration, and as public relations representative and lecturer. He will serve with UIC Chairman Guy Cousineau and employer representative W. E. McBride on the three-member Commission.

# INTERNATIONAL ROUNDUP

## WEST GERMANY

■ The Government of West Germany has pledged to give workers' representatives not just a voice but an equal voice in company policymaking. It proposes to require all major German firms to establish boards composed of equal numbers of workers' and shareholders' representatives, with an impartial chairman acceptable to both sides. Current West German law requires all large companies to give at least a third of the seats on their supervisory boards to directors representing their workers. Unlike North American companies, German firms have two boards—a management board that actually runs the company, and a supervisory board that selects the management board's members and approves or rejects their major decisions.

At present only the coal and steel industries have to give workers this much say, but the idea is moving beyond Germany. In Switzerland, three trade unions have petitioned the country's Parliament to hold a national referendum on labour's right to sit on supervisory boards, and Sweden is running a three-year experiment to test worker representation on boards of companies with more than 100 employees. Organized labour in Italy and France, however, has voiced fear that co-determination would only lead worker-directors to become too friendly with management.

In the German coal and steel industries, the worker representatives, who include not only unionists but government officials, have been notably co-operative. But they do not take part in wage bargaining, which is conducted by regional unions and federations of employers.

Commenting on the intention of the political parties in the Bundestag (West Germany's Parliament) to push through a bill dividing up the membership of supervisory boards between representatives of workers, shareholders, and perhaps even of management, the Frankfurter Allgemeine Zeitung said in an editorial:



"... (if the proposed codetermination measures are enacted), the legal and economic owners of capital will be reduced by half in the exercise of their rights, should the Supervisory Boards consist of 50 per cent non-shareholders. Actually, the second half of these owners' rights will in effect be exercised by union functionaries. The shareholders will retain only half their property, but will remain—according to law—the owners of record (i.e., 'titular' owners). Thus, they will not even have the right to indemnification for their confiscated property. This semi-socialization has two advantages: it is, first of all, very cheap. Also, it does not violate certain Constitutional guarantees of ownership of property.

"But the actual legal title to company shares will become a rather hollow affair, and the enjoyment will fall to the collectives, **read here the unions!** And only the more clever of the union operatives will realize just what this means: on the one hand, they will wear the hats of board members, and must therefore concern themselves with profits and the interests of the company. On the other, they are obliged to prod their union organizations for more and more wage increases. What reasonable person can stand the stress of this sort of conflict without becoming a hypocrite or a cynic? Yet, the nation seems on the verge of prescribing by law this very diametrically opposed situation. Have the employees in the mining and steel industry been any happier, since this sort of codetermination has been practiced there for several years? None of them seem to think so."

## NEW ZEALAND

■ A radically new accident compensation plan makes its debut in New Zealand on April 1. Everyone in the country—including visitors—will be entitled to compensation for any injury suffered at work, at home or anywhere else. Payments will be made regardless of fault—the only requirement being proof of injury—thereby ending the need for litigation to establish responsibility for injury, and eliminating the costs and delays inevitable in legal claims and proceedings.

Wage earners and the self-employed will be entitled to recover 80 per cent of income lost through injury. Lump sums will also be paid for loss or impairment of bodily functions, pain, disfigurement, and mental suffering. In some circumstances, payments will continue for the whole of an injured person's life. Widows and orphans will also be entitled to lump sums and continuing compensation payments. Persons not employed at the time of injury will not receive compensation for loss of earnings while injured, but will be eligible for all other benefits.

The cost of the plan will be met through levies on employers and the self-employed, payments by vehicle owners, and from general taxation.

The Government of New Zealand believes that compulsory national insurance against injury is an essential feature of an advanced society and that the principle will eventually be universally accepted. The plan will undoubtedly be watched with interest in many parts of the world.

## ITALY

■ "A new Italian law will go a long way toward expediting employment disputes that wind up in the courts, although it is not expected to reduce the number of such cases (about 100,000 in 1972—a record for Europe). At present, it sometimes takes several years to settle a legal dispute over dismissal or higher pay. But under the new law, which has been passed but not yet signed, any court proceeding involving employer and employee could not exceed seven months.

"Although the law does not establish a new labor court system, it nevertheless separates employment disputes from civil cases and gives the individual judge additional powers to speed up proceedings and execution of judgments. Parliament also voted the funds needed to appoint additional judges and to hire more clerical staff.

"Original jurisdiction would remain with the local judge, who would not always have to hear the parties' arguments but instead could accept their testimony submitted in writing or could use tape recordings made by the arbitrator. Employees earning less than 2.5 million lire per year would be entitled to defense counsel appointed by the court. If he won his case, the employee would be entitled to the amount awarded plus 10 per cent to make up for inflation loss.

"An important innovation would free the employee from paying court costs, regardless of whether he won or lost. But this would not apply to the employer. Also important, though not new in principle, would be the provision authorizing the judge to declare any judgment subject to immediate execution. Thus, a pending appeal would normally not suspend execution, except where the employer would be liable to incur unreasonably high damage. This provision is patterned after the 1970 Labor Code Amendment, which empowers the judge to order reinstatement of an employee dismissed by an employer for unjustified reasons."

From a report in the American Chamber of Commerce's Journal **Italian-American Business**.

## DENMARK

■ The Thrige-Titan Company of Odense, Denmark, has put its 3,500 employees on a **three-day, 36-hour week for the same salary paid their previous five-day, 42-hour week**. In other words, they are getting a 16 per cent pay increase. Reason for the change: a tight labour market in the field (electrical supplies). The business is now run with two work forces stretching the week to a six-day total. (LG Nov., pp. 730-732)

## CHINA

■ China appears to be pushing ahead with its **revival of trade unionism**. The country's leading newspaper, the **People's Daily**, recently reported that the southern province of Kweichow had held a local trade union congress, the last of the 29 province-level congresses to be convened.

According to the Reuter news agency, unions were discredited during the 1966-69 cultural revolution "because they were closely linked with disgraced head of state Liu Shao-chi and also at least partly because they were said to concentrate too much on improving workers' welfare."

"A list of functions for the new unions disclosed to reporters last year placed the main emphasis on increasing production and on political work such as raising the 'political consciousness' of the workers through study of Communist classics. The new unions have emerged from bodies called worker representative committees set up during the cultural revolution."

## AUSTRALIA

■ Arthur Treglown, President of the Workers Industrial Union of Australia and Vice-President of the Miners' Federation, has been appointed to the board of the Minerals Mining and Metallurgy Company. Another director, the company's secretary, D. A. Kater, said he believed it was the first appointment of a worker director in the history of Australian industry.

■ Australia's Labour Government plans to set up community health and child care centres across the nation; establish a scheme for compensation and rehabilitation for the sick and injured; improve cities and standards of urban transport, and ensure that home building societies, hire-purchase firms and other financial institutions offer fair interest rates to home buyers and consumers.

Speaking on national radio, Prime Minister Gough Whitlam said that the past year had been one of great and growing prosperity. Full employment had been restored, the national growth rate had risen from two percent to 6.5 percent, overseas reserves were strong and retail sales and capital expenditure had moved ahead.

■ The Australian Council of Trade Unions (ACTU) is planning a multi-million-dollar **holiday village for workers**, providing first-class accommodation and amenities at low cost. The coastal village is expected to be built near the border of the States of New South Wales and Victoria—a popular holiday area with a sub-tropical climate—and is likely to be followed by similar villages in other States.

The first village will accommodate about 1,000 people and will offer swimming, boating, riding, golf, and other entertainment. Thomas Nationwide Transport, a major carrying company, and Travelodge, operator of a large chain of motels in Australia, have been invited to join the venture.

Holidays in Australia and abroad for Australian trade unionists are already being organized by the ACTU's travel agency New World Travel. The central labour body believes that its tours represent the best values in holidays yet offered in Australia. Robert Hawke, President of the ACTU, said that the purpose of the travel agency was to bring the cost of holidays at home and abroad as close as possible to the income range of most Australian workers.

Hawke said that the ACTU executive took the trade union movement into the travel business because it believed **the responsibility of the labour movement did not stop at the achievement of increased leisure but extended to improving people's living standards.** Providing unionists with holidays and travel facilities of the highest quality and at the lowest possible cost was consistent with these objectives. **"Entry into the travel business is a logical step for an organisation concerned with the general welfare of workers,"** he said. "An increasingly important part of the life and welfare of Australians is how they are going to spend their leisure; they can enjoy it more if there are holiday facilities within their financial grasp."

## ILO NEWS

■ An international group of experts meeting under the auspices of the ILO has called for **urgent measures to control atmospheric pollution of the working environment.** The experts, appointed by the Governing body of the ILO, asserted that each member state should be asked to set "permissible levels" of air pollutants in the environment to enable work to be performed without risk to employees' health.

Although the experts acknowledged the importance of personal protective equipment, they stated that **collective protection is preferable in all circumstances.** Although the main responsibility for safety and health in the establishment would rest with the employer, workers should accept the responsibility of conforming to safety procedures.

■ There is a **world crisis in the nursing profession.** This startling fact was disclosed by an 82-page report on nursing published by the ILO and WHO. The report details the background and causes behind the present acute shortage and the reasons for the chronic uneasiness in the profession. It is essentially **the story of a group that has been left standing still in a world of change.**

There were nearly four million nurses in the world in 1967. This looks like an impressive number until you realize that the world's population is growing at the rate of about 80 million people a year. And with more people leaving than entering the nursing profession, the gap between supply and demand is reaching critical proportions.

To meet the growing need for more nurses in the face of the population explosion calls for urgent action on a world scale, notably in improving the status and working conditions of the profession. **Low pay, long hours without overtime, and lack of social status**



**are at the root of the growing crisis,** which to varying degrees afflicts both the developed and developing countries. **Other factors compounding the problem are increased longevity, the expansion of health control programs, and the growing complexity of the nurse's job** owing to the striking advances of medical science in recent years. The nursing profession is still widely associated with the "Florence Nightingale" image of selfless dedication with little reward, and this appears to result in denying its members social and economic justice. As the report implies, the nurse performs a unique and indispensable job. The work is arduous and carries a high degree of risk to health. Yet the profession is overworked, underpaid, and still seeking its long-overdue recognition.



Symptomatic of the gravity of the nursing crisis is the **high rate of turnover** in the profession. A report recently issued by the International Nursing Foundation in Japan highlights the problem of drop-outs. The average age of professional nurses in 1970 was 38, and most of them left after eight years of service. The average age of nurses without a diploma was 23, most of whom left the profession after four years. A major hospital centre in France found that in six years, 90 per cent of its nursing personnel had left, and that 75 per cent of the nursing staff between the ages of 21 and 27 had dropped out after an average period of six years' service.

A recent nationwide survey in France—typical of the situation that can be found all over Europe and beyond—reported an immediate need for 50,000 more nurses. The problem is only marginally less severe in other industrially advanced countries. In North America, there are 50 nurses for every 10,000 people. The comparative figures for the USSR are 41; for Europe 28.5; for Asia 5.5 and for Africa 4.5. The shortage of nurses in such areas as Latin America (2.3 per 10,000 population) and in the Caribbean (2.3 per 10,000) could become a major threat to the health of the people, if nothing is done to change the situation.

Why do so many nurses leave their profession? For one thing, more and more is required of them in terms of skill, knowledge and understanding. To become a professional nurse may demand up to four years of intensive study; to qualify as an auxiliary nurse, up

to three years. Yet the pay of a nurse may often be below that of a junior secretary taking her first job, or a young school teacher. And while the 40-hour week is standard practice in a number of developed countries, it is not uncommon for nurses to work a 54-hour week and more—often without overtime pay. As the report comments, how can the number of working hours be defined when nurses are often expected to be on call 24 hours a day?

The report leaves no doubt that until the infrastructure of the nursing profession is changed to bring it into line with the modern world, the crisis will continue and even worsen. Urgently needed are better pay, better working conditions, improved social and economic status, and such elementary rights as collective bargaining. And of equal importance, a working framework that gives nurses adequate job satisfaction, and a voice in decisions affecting their profession. It is often on the quality of nursing care and the nurse's devotion to duty that the life of the patient depends.

(The foregoing was condensed from **ILO Information.**)

■ Participants at a recent meeting in Geneva sponsored jointly by the International Labour Organization (ILO) and the World Health Organization (WHO) drew up a **"code of good practices applicable to nursing personnel** that should in future serve as a guide for governments, employers and workers."

About 40 experts, representing governments, employers, trade and professional organizations, said that extreme shortages, serious maldistribution and poor utilization of nurses are among the major obstacles to the development of effective health services in many parts of the world. International action should therefore have two objectives: to ensure provision of a nursing service appropriate to the needs of a community; and to give nursing personnel an economic and social status that reflects the importance of their role in health care.

The experts recommended that a governmental body be created in each country to license nurses, and that nursing legislation set minimum requirements for education and practice, with the aim of protecting both nurses and the public. Temporary and part-time personnel should enjoy the same social and legal protection as full-time personnel.

The experts thought it essential that basic nursing education be conducted in educational institutions within the framework of the general education system, and that sufficient means and resources be allocated to post-basic and post-graduate education. Nursing personnel should have opportunities of updating their training or receiving continuous or further education, including paid educational leave.

Because of the physical and emotional stress, health risks and inconvenient hours in the nursing profession, work should not exceed an average of 40 hours a week. Daily hours of work should normally not exceed eight hours,

but in any case should not exceed twelve hours, including overtime. Annual leave should not be less than four weeks, and specific rights to sick leave and maternity leave should be laid down.

Levels of pay should compare favourably with those of other professions requiring equivalent qualifications and carrying similar responsibilities. Moreover, the minimum salary of nursing personnel should be raised to a level that would attract and retain people in the profession. All overtime work—a frequent obligation for nurses—should be compensated either in time off or in extra pay.

The experts recommended also that all conditions of employment, including remuneration and fringe benefits, be determined through collective bargaining and that they be covered by the provisions of international conventions on freedom of association, the right to organize, collective bargaining, and the right to strike.

■ Although a quarter of a century has passed since the adoption of the United Nations Universal Declaration of Human Rights, there are still many countries where people do not enjoy basic human freedoms. The main problem is in effectively applying international standards. If a sovereign State ignores an international convention, what can be done about it?

**Implementing a human rights convention is quite different from enforcing a treaty between nations,** which can usually be done by various types of sanctions. The human rights convention, however, is between the individual and his own community. If broken, the confrontation is between man and the overpowering authority of the state.

This type of treaty was scarcely known before 1906, when the Bern Conference secured the agreement of 13 nations to restricting night work for women and prohibiting the use of certain poisonous substances in manufacturing processes. But the problem of enforcing the Bern Conventions had not been worked out by the time of the outbreak of World War I. It was not until the International Labour Organization was founded in 1919 as an integral part of the League of Nations (it is now a specialized agency of the UN) that the world community made a concerted attempt to establish the individual's basic rights by international agreement.

The ILO works through representatives of governments, employers and workers, who together draw up and implement international standards. For more than 53 years, the Geneva-based organisation has worked out procedures for supervising international conventions, with fairly satisfactory results. Many of these conventions cover matters such as hours of work, fair wages, and safety regulations. Others lay down fundamental human rights within the

ILO's province—freedom of worker and employer association, freedom from forced labour, from discrimination in employment, and the right to a livelihood.

States that have ratified ILO Conventions are required to report on their progress at regular intervals. These reports are carefully scrutinised each year by the ILO Committee of Experts on the Application of Conventions and Recommendations, a body of high-ranking jurists from all parts of the world. The Committee reports on countries that may be violating ILO conventions.

Its findings are reviewed by a special tripartite Committee of the International Labour Conference, where the representatives of workers, employers and governments discuss the remedial action required. Member States persistently ignoring their obligations may be placed on a special list by the conference. This practice by itself has secured the amendment of a country's laws or practices in hundreds of instances. In its 1973 report, the Committee of Experts mentioned some 70 cases where changes in national law or practice had been made as a result of this procedure. Ten of them concerned basic human rights—one case in Africa, four in the Americas, three in Asia, one in Western Europe and one in Eastern Europe.

Other procedures may be set in motion when necessary. A member state may lay a complaint of non-compliance against another member regarding a convention that both have ratified, with a request for a Commission of Inquiry. This procedure has been invoked twice in recent years in

connection with allegations of forced labour. Both inquiries—in Portuguese Africa and Liberia—led to changes in the law.

Delegates to the Conference may also file complaints; in fact, complaints by workers' representatives led to a Commission of Inquiry into the trade union situation in Greece. In addition, workers' or employers' organisations may make representations to the ILO concerning alleged infringements of Conventions, and this procedure, too, has been used a number of times.

Special ILO machinery has been set up in consultation with the UN Economic and Social Council for examining alleged abuses of freedom of association. Complaints may be filed against States whether or not they have ratified ILO Conventions on the subject. Such allegations are analysed by the ILO Governing Body's Committee on Freedom of Association, composed of three government, three employer and three worker representatives. This Committee examined more than 700 complaints in its first 20 years, in many cases with positive results. Particularly intractable situations may be referred to a Fact-Finding and Conciliation Commission. The Commission in 1965 proposed far-reaching changes in industrial relations in public employment in Japan.

The influence of these supervisory techniques is felt in all parts of the world. After one country of Western Europe ratified the Abolition of Force Labour Convention, the Committee of Experts drew the Government's attention to provisions in its maritime laws which authorised imprisonment of merchant seamen for certain breaches of discipline. In a reform of the law in 1970, the features criticized by the Committee were eliminated. A Far Eastern country in 1968 repealed legislation that had permitted compulsory labour for public works, after adverse comments had been made on the law by the Committee of Experts. A country of Eastern Europe in 1970 withdrew a decree under which workers might be directed to employment by a people's council, after it had been pointed out that the decree violated an ILO Convention. At the same time and for the same reason, a Mediterranean country repealed laws that prohibited hotel workers from quitting their jobs without permission of the public authorities.

Encouraging as the results often are, nobody would claim that the problem of implementing international standards and obligations concerning human rights has been solved. The effectiveness of ILO action still depends on the co-operation of member governments. Obviously, the basic need is to strengthen that co-operation. Within the United Nations system, habits of co-operation are stimulated by the ever-present need to grapple with social, economic and technological problems, despite political and ideological differences.

■ Last year marked the 25th Anniversary of the adoption of the Universal Declaration of Human Rights by the UN General Assembly. During the more than half century of its existence, the ILO has adopted a number of Conventions to promote freedom, dignity and equality for all men.

Among the most important ILO standards in this field are the following:

**RIGHT OF ASSOCIATION (AGRICULTURE) CONVENTION, 1921 (No. 11)** This is an early Convention which lays down that land-workers must have the same trade union rights as industrial workers. Ratifications at the end of November 1973 totalled 89, out of 123 member States.

**FORCED LABOUR CONVENTION, 1930 (No. 29).** Requires the suppression of forced or compulsory labour in all its forms within the shortest possible time. Certain exceptions are permitted, such as military service, convict labour, emergencies such as wars, fires, earthquakes. Ratifications, 106.

**FREEDOM OF ASSOCIATION AND PROTECTION OF THE RIGHT TO ORGANIZE CONVENTION, 1948 (No. 87).** Establishes the right of all workers and employers to form and join organisations of their own choosing without prior authorisation, and lays down a series of guarantees for the free functioning of organisations without interference by the public authorities. Ratifications, 80.



**RIGHT TO ORGANISE AND COLLECTIVE BARGAINING CONVENTION, 1949 (No. 98).** Provides for protection against anti-union discrimination, for protection of workers' and employers' organisations against acts of interference by each other, and for measures to promote collective bargaining. Ratifications, 94.

**EQUAL REMUNERATION CONVENTION 1951, (No. 100).** Calls for equal pay for men and women for work of equal value. Ratifications, 79. Supplemented by Recommendation No. 90.

**ABOLITION OF FORCED LABOUR CONVENTION, 1957 (No. 105).** Prohibits the use of any form of forced or compulsory labour as a means of political coercion or education, punishment for the expression of political or ideological views, workforce mobilisation, labour discipline, punishment for participation in strikes, or discrimination. Ratifications, 90.

**DISCRIMINATION (EMPLOYMENT AND OCCUPATION) CONVENTION, 1958 (No. 111).** Calls for a national policy to eliminate discrimination in training, access to employment and working conditions, on grounds of race, colour, sex, religion, political opinion, national extraction or social origin. Ratifications, 82. The Convention is supplemented by a Recommendation, also, No. 111.

**EMPLOYMENT POLICY CONVENTION, 1964 (No. 122).** Calls for pursuit of a national policy aimed at promoting full, productive and freely chosen employment. Ratifications, 49.

(The foregoing was condensed from **ILO Information**.)

■ Canada has ratified four of six ILO human rights Conventions and has complied with a fifth. The sixth is Convention No. 98, Right to Organize and Bargain Collectively; Canada is basically in compliance except for the exclusion in some jurisdictions of agricultural workers and professional workers from industrial relations legislation.

Canada has complied in large measure with the industrial relations Convention, although ratification does not appear feasible. Of the two labour administration Conventions, Canada has ratified one and is in general compliance with the other, though ratification may not be possible.

In the field of employment policy and services Canada has ratified two of the four Conventions and is in compliance with a third. The fourth, dealing with fee-charging employment agencies, contains provisions which make it unacceptable as a target for ratification by Canada.

In the labour standards field, Canada has ratified only two of the 14 Conventions listed. Ratification of two others is under consideration. There is substantial compliance with four others. Canadian legislation does not match the requirements of the two Conventions on medical examination of young persons, of the two Conventions on night work of young persons, or the Convention on maternity

protection. Although some improvements in the Canadian position might be desirable, these five Conventions do not appear to be appropriate targets for ratification. The remaining labour standards Convention provides for three-week holidays with pay after one year of service, a standard that has not yet been met in any Canadian jurisdiction, nor in many collective agreements.

Canada has not yet ratified any of the social security Conventions although its standards of social security are relatively high. Some of the Convention appear to be unduly lengthy and detailed. Nor has Canada ratified any of the Conventions on safety and health, although the standards in most of them appear valid. There is substantial compliance with most of them, although improvements would be needed to permit ratification.

Regarding Conventions applying to special categories of workers, Canada has for many years given special attention to the Conventions on maritime workers and dockers since these workers come within federal jurisdiction. Canadian standards for seamen and dockers appear to be relatively good, and Canada has ratified nine of the seventeen Conventions. Ratification of others is being contemplated.

Canada does not comply with the requirements of the Conventions on agricultural workers, but has complied substantially with the Conventions on fishermen, miners and indigenous and tribal populations. Ratification of some of these may prove feasible.

According to John Mainwaring, Director of the Canada Department of Labour's International Labour Affairs Branch, Canada's position on ILO Conventions cannot be fairly judged by the simple criticism that out of 138 Conventions Canada has ratified "only" 26. Mainwaring asserts that "138 ratifications is not a valid target, whether for Canada or for any other country." A more reasonable target is 66, he suggests.

"In the second place, even some of the "modern" Conventions contain requirements that are not considered appropriate to Canadian conditions," Mainwaring adds. Unless revised, these Conventions cannot be regarded as targets for ratification by this country.

"Thirdly, Canada is in substantial compliance with many of the remaining ones. Some of these may never be ratified, for technical or other reasons. Others may eventually be ratified following relatively minor changes in federal or provincial legislation.

"Finally, however, there remain certain Conventions in which the ILO standard may be regarded as valid but not yet matched in Canada. Some of the Conventions on safety, social security and labour standards probably come within this category."

■ In its decision on complaints received from the International Federation of Free Teachers' Unions (IFFTU) and the World Confederation of Labour (WCL) against the Government of Quebec's handling of the general strike in April 1972 involving some 200,000 provincial public employees, the ILO's Committee on Freedom of Association has recommended that the ILO Governing Body:

- recall once more the importance it attaches to the principle that the prohibition or restriction of the right to strike in the public services or essential services should be accompanied by adequate guarantees, and by appropriate, impartial and speedy conciliation and arbitration procedures in which the parties concerned would be able to participate at all stages, and where awards in every case would be binding on both parties;

- suggest that Bill No. 89, if adopted in its present form, would not be conducive to the above recommendation; and

- express the hope that a satisfactory answer be found in the near future, and that the Government be good enough to keep the Committee informed of any positive steps toward a solution.

The WCL said that apparently the Government of Canada allowed the situation to develop in Quebec without intervening with sufficient authority and that all the steps taken by the unions involved, with a view to negotiating and reaching a peaceful solution, met with the intransigence of the Quebec Government and the inertia of the Government of Canada.

The Committee recalled that a judge of the Superior Court granted an injunction to end the strike in some fifty hospitals, and that legislation was passed ordering resumption of work throughout the public sector. If no agreement could be reached, the Government was to issue an Order-in-Council. The Committee reported to the ILO Governing Body, at the time, that in its opinion the injunction did not constitute a violation of trade union rights, but urged that the ILO Governing Body point out that restriction of the right to strike within the framework of the legislation should be accompanied by appropriate conciliation and arbitration procedures.

Canada ratified the Freedom of Association and Protection of the Right to Organise Convention, 1948, but not the Right to Organise and Collective Bargaining Convention, 1949.

# 50 YEARS AGO

■ Though young immigrants from Britain, the United States and other countries were in demand by many employers in Canada, the supply met only a fraction of employers' requirements, according to an article in the March 1924 number of **The Labour Gazette**. The article was based on a report published by the federal Department of Immigration and Colonization.

The number of young immigrants did not reach the desired total because of the high cost of transportation, and not because there was a shortage of available boys and girls for settlement in Canada. The number of British immigrants in the year ended March 31, 1923 was 34,508, compared with 39,020 in the preceding year, a decrease of 12 per cent; and the number of

immigrants from the United States was 22,007, compared with 29,345 in the previous year, a decrease of 25 per cent. Total immigration from other countries was 16,372 compared with 21,364 in the fiscal year 1921-22, a decrease of 20 per cent.

Referring to **immigration inspection at border ports**, the report stated that in the Eastern Division, extending from the Atlantic coast to Port Arthur, 23,535 persons sought admission as immigrants but 12,203, or 52 per cent, were rejected by inspectors. Of 9,692 applications in the Western Division, 854, or nearly 9 per cent, were rejected. In the Pacific Division, 32 per cent of 2,707 applications for admission were rejected. The number of rejections at ocean ports during the year was 632, of which 98 were British, 4 American, and 530 other nationalities.

**The number of deportations after admission** was 1,632 during the year 1922-23, compared with 2,046 in 1921-22. Of the former number, 888 were British, 520 American and 224 other nationalities. On June 28, 1922, the Opium and Narcotic Drug Act was amended to provide for the deportation of aliens convicted under certain sections of the Act, irrespective of the acquisition of domicile under the Immigration Act. Subsequent to this date, 33 aliens who had served terms of imprisonment as drug addicts or peddlers were deported. At the end of the year, there were 22 aliens under orders for deportation and 25 persons still under investigation.



During the year, employers in the Pacific District filed 72 **applications for the admission of labour** that they claimed could not be procured in Canada to fill vacancies—a total of 451 positions. As a result of investigations by the Employment Service, 310 were refused, and the positions were filled by persons resident in Canada.

The commissioner of the Western Division claimed that there had been exaggerated reports circulated during the latter part of the year, stating that large numbers of persons were leaving Canada for the United States and Mexico. He pointed out that almost every year, as soon as building operations ceased in the West, a number of artisans, mechanics and labourers go to California, where the climate permits all-year-round construction, but that very few go with the intention of remaining. "The lure of plentiful work and high wages induced a large number to go the United States last winter during the building boom," the commissioner said, "yet many found, on arrival at their destination, that work could not be

found, and they returned to their homes in Canada." During the spring and fall, a number of Menonites, who refused to comply with the Provincial School Act, decided to emigrate to Mexico, but these had begun to return. The report of the Eastern Division noted that a large number of **deserters from ocean vessels** sought employment during the summer as seamen on the Great Lakes, and then returned to the ocean ports in the late fall. Many of these seamen remained in Canada, but it was impossible to check this traffic.

Referring to the **immigration of women**, the report stated that 4,700 British domestics were admitted during the year, of whom 2,129 were English, 542 Irish, 1,967 Scottish, and 62 Welsh. The provinces of Ontario and Saskatchewan, which had been advancing fares to domestics from Britain, claimed that the results were most satisfactory. Each provincial Government had a woman officer based in Britain who travelled about the country interviewing and selecting suitable women.

Saskatchewan received about 150 women in the fiscal year 1921-22 under the assisted-passage scheme.

The report stated that "it is necessary that all women coming to this country should be most carefully interviewed by a Canadian woman, in order that we may secure good citizens; also, there are certain classes, such as factory workers, that must be discouraged, because we already have an adequate supply of these workers in Canada." During the year, the Society for the Overseas Settlement of British Women sent 464 women to Canada. In all, 2,498 ex-service women were reported to have come to Canada since World War I on free passages granted by the British Government. "They are not afraid of hard work and are making good settlers," said the report.

# IS CANADIAN-AMERICAN LABOUR SOLIDARITY FOREVER?

BY BOGDAN KIPLING

**"Solidarity Forever" has been the labour movement's theme song for as long as any one can remember.** Unionists sang it while fighting management goons in and out of uniform. Strikers invoke it to hold the ranks. Sympathy pickets chant it to stiffen the back of the underdog in an uneven contest. And it's the marching song at Labour Day parades.

Solidarity means different things at different times. On the broader stage, it is supposed to unite working people and their organizations across international boundaries. For obvious reasons of history, culture and geography, these **bonds of solidarity are supposed to be particularly strong between the Canadian and American labour movements.**

In practical terms, solidarity meant that established organizations such as the American Federation of Labor helped to unionize Canadian workers by extending financial, technical and moral assistance. The Congress of Industrial Organizations fought many of



Bogdan Kipling

its battles simultaneously on both sides of the border. Several AFL unions have been in Canada for decades. The ties among some of the old warriors and unions are still strong, though now the accent is mainly on economic power, decidedly less on solidarity in the fraternal meaning of the word.

Judging by recent developments in Canada and in the United States, however, **solidarity of any kind between the two countries' labour organizations is wearing awfully thin.** So thin, in fact, that there is a serious question whether any of it survives at all. Like it or not, Canada and the U.S. are growing apart; and what may have been the right thing when relations between both countries were usually described in terms of "undefended frontiers" and "hands across the border" is not necessarily the right thing now.

**Does Canada need international unions?** Does it need the link that no longer binds? Are some Canadian unions holding on to American apron strings long after they should have let go? Are Americans all that eager to have Canadian affiliates—and if so, why?

In my view, Canadian unions ought to start operating on their own steam. I am not anti-American or intellectually opposed to international unions. Nor do I believe the frequently paraded propaganda of super-Canadians that American unions are bleeding Canada white by way of per capita payments. If anything, the balance over the years probably favours Canadian locals of international unions. But, in most cases, Canadian unions are now strong enough to ensure their own financial basis. They are perfectly capable of electing their own officers and running their own affairs. **The overwhelming reason why the international ties ought to be dissolved, however, is that the economic interests of both countries are diverging.**

Some American unions are probably holding on to their Canadian locals for the same reasons most organizations protect their integrity: they don't like change and they don't like letting go of any part of their empires. But down-to-earth reasons also enter the picture. In some cases, American union leaders could count on solid electoral support in Canada. This was true of Tony Boyle, the deposed president of the United Mine Workers, now facing trial for triple murder in the killing of his rival for power, Jack Yablonski, and his wife and daughter. United Steelworkers of America President I. W. Abel won his post with the decisive help of Canadian members. But these local and personal loyalties come and go. It is doubtful that Boyle would command much support in Canada now; and the next Steelworkers president may neither have nor seek votes in Canada.

**The main argument** advanced in favour of international unions by the CLC and many of its affiliates is that **the emergence of multi-national corporations calls for an international labour counterforce.** Union leaders say it is easier to deal with powerful corporations that operate in many countries when the employers know they can be hit in any one of them. This is said to be particularly true of companies operating in the U.S. and Canada. Taken to its logical conclusion, this means that Canadian and American unions should bargain as one. Taken one step farther, it means that the smaller Canadian union branches would have to abdicate all important decision making in favour of their big American parents, for smaller units seldom dominate bigger ones.

I don't think this is what Canadian unionists want or even think about. At any rate, **a move toward that kind of internationalism would be sadly out of step** with developments in both countries. **Canada is moving toward a more conscious nationalism, and the U.S. seems to be turning toward neo-isolationism.** Canadian workers are already rebelling against even some of the best-run international unions such as the USWA. In the U.S., **judging by the recent AFL-CIO convention,** the only thing unions are interested in is protecting their jobs and jurisdictions. **There is no evidence of concern about Canada** or its international unions' locals.



Canada's recent steps toward greater economic autonomy may be highly disappointing to those nationalists impatient for instant change. The New Democrats barely brought themselves to vote for the foreign takeover legislation. Many of the younger Liberals were disappointed with their own Government. Among the Tories, there are several in Parliament who would have gone much farther.

The Canada Development Corporation took nine years and several federal elections to hatch, and many persons are skeptical that it will ensure Canadian ownership of resources and industries. The CDC's mandate to be profitable, critics argue, condemns it to timidity. Nevertheless, the CDC made a successful bid for Texasgulf Inc., and thereby retrieved one of the richest base metal mines in Canada. The new national oil policy forced on the Trudeau Government by the energy crisis is based on the need for Canada's self-sufficiency. Oil now exported to the U.S. will have to be diverted to feed the pipeline to Montreal. The so-called "third option" for Canada's foreign policy is predicated on a gradual lessening of dependence on American markets. Rightly or wrongly, Ottawa decided that Canada must find more baskets for its export eggs—and Parliament acquiesced in that decision.

None of these policies is anti-American. They are merely designed to foster a greater degree of Canadian economic independence. But, even if some of these policies seem timid and belated to Canadians, that is not how they look to Americans. Seen from Washington or New York, Canada is audaciously nationalistic. The Texasgulf takeover dismayed investment dealers because a "government-owned outfit," as one commentator put it, dared to bid for a "free enterprise company."

The takeover act puzzles Americans, as any Canadian diplomat or journalist working in the States will readily attest. They are bewildered by what they think are "prohibitions" on foreign ownership in Canada. Even when it is explained that **Canada is not trying to "prohibit" but merely to control foreign ownership**, Americans find it difficult to take. They point out that foreigners are free to invest in the U.S.

The "third option" has everybody puzzled except the international trade experts. Most other Americans are incredulous that anybody would want to look far afield when the best and most reliable trade partner is right next door—and speaks English to boot. They do not realize that after Nixonomics, in August 1971, **Canada was forced to rethink its policy, and re-examine its overwhelming dependence on one market.**



AFL-CIO delegates



CLC's Jean Beaudry

**John Connally**, the former U.S. Secretary of the Treasury, gave Canada a jolt few Ottawa policymakers and few labour leaders are likely to forget. He **imposed a 10 per cent surtax on all imports**, including those from its closest neighbours, Canada and Mexico. He **tried to extort unilateral trade concessions** (on the auto pact, for one) **that would have cost thousands of Canadian jobs. And he did it with the enthusiastic backing of the American labour movement.** The USWA's Abel commented at the time that the surcharges should have been twice as high, and should have been imposed ages ago.

What it boils down to is that Canadian economic policies are poorly understood in the U.S., and that there is no solidarity when it comes to jobs. As Jean Beaudry, the CLC's fraternal delegate to the AFL-CIO convention last October in Bal Harbour, Florida, put it: "The intended victim" of American protectionist measures, as exemplified by the Connally-Abel axis, was "the jobs of Canadian workers."

And I have not yet mentioned **the Burke-Hartke bill**. That particular piece of legislation, not yet dead in Washington, would impose permanent import quotas on foreign goods. **If ever enacted, it would cost the Canadian economy billions of dollars, and "the cost in jobs could be astronomical,"** as Beaudry told the same convention. The estimates of economic losses, he said, were made by CLC economists. What the CLC executive vice-president did not rub in was the fact that the Burke-Hartke bill was drafted at the AFL-CIO headquarters in Washington. Beaudry called it "this infamous bill," but no one at the convention raised an eyebrow.

The Connally surcharges were temporary; the AFL-CIO's Burke-Hartke would make the quotas stick for good. American labour leaders defend the bill as one promoting "fair trade." They say American unions cannot stand by and watch American jobs disappear; only the quotas, they say, will protect American jobs. The other part of the bill would curb American exports of capital and technology. The big corporations would be restricted to keeping their plants at home.

**How all this protectionism squares with international labour solidarity is one of the nastiest questions for Canadian union leaders to ponder.** They know better than most Ottawa policymakers what is at stake when plants start shutting down because the products they make have been excluded from the export market. They see their own members thrown out of work. This is far more concrete evidence of what protectionism means than dozens of academic or bureaucratic abstracts on the subject.

President Nixon presented a trade bill to Congress last spring. It is a tough piece of legislation, but its basic outlook is one of free trade—expanded world trade that would benefit all. It is tough because it gives the President powers to retaliate against unfair trade practices by foreign countries. It would make it possible for the White House to raise or lower duties

during a five-year period while the international conference under the General Agreement on Tariffs and Trade tries to work out new deals to regulate commercial transactions between nations. The purpose of the GATT negotiations is to lower tariffs and eliminate non-tariff barriers that hinder the exchange of goods.

The AFL-CIO is the leading lobbyist against the Nixon bill. Just before Christmas, it wrote every congressman that the bill must be defeated. The CLC, although quiet on the Nixon bill, lost no time in telling the AFL-CIO what it thought of Burke-Hartke. The bill was unacceptable to Canadians, and it ran against the CLC's often stated preference for free trade. Canadian labour leaders lobbied against Burke-Hartke in private meetings with AFL-CIO brass. They got nowhere.

**Canadian unions are seeking more autonomy**, Beaudry told the AFL-CIO convention, **because they have been forced to "by the divergence in policies being advocated by our two trade union movements."** He could not have said more plainly that what pains Canadian labour is American protectionism, and Burke-

Hartke in particular. "The Canadian labour movement, as represented by the Canadian Labour Congress," he added, "feels most strongly that the economic interests of Canadian and United States workers, and many other Canadians, could be seriously undermined if this bill were passed. The relations between our two movements in North America," he warned, "could also be seriously undermined, if not irreparably strained, if you shut the door in the faces of your Canadian members of international unions."

Pleading for some understanding, Beaudry told the American labour elite: "Try to place yourselves in the position of a Canadian elected officer, international representative, or shop steward of an international union whose international executive board is actively supporting the bill." He got no response. But the AFL-CIO likes to cover all bets. Until it can have suitable protectionist laws, the organization's executive council passed the following resolution, as printed on page 156 of the executive council's report: **"Congress should deny the granting of preferential entry (duty free or special tariff status), either partially or wholly, from any country that subsidizes exports, grants tax subsidies to foreign investors, or requires production or investment within its country."**

**Canada stands guilty on all counts.** Workers at Douglas Aircraft in Toronto would not be collecting their pay cheques if Canada had not insisted on "production" in return for jet airliner orders a decade ago. The auto workers would be distressed to know that Canadian Government tax breaks played an important role in negotiating the auto pact which created thousands of new jobs. Fishermen on the east coast might not have a market for their catch if the processing plants had not been propped up with money from the Department of Regional Economic Expansion.



George Meany



**But if the AFL-CIO had its way, none of the products could be sold in the U.S.** Of course, the AFL-CIO would be reluctant to acknowledge that American exports also are heavily subsidized. Most of the sophisticated industrial products that Canada buys from the States were developed with government money. The range includes electronics, modern plastics, telecommunications equipment, fuels and lubricants, and whatever else one cares to mention. The research and development was paid for by American taxpayers, mainly in the form of defence or space appropriations. As Prime Minister Trudeau said of Mr. Connally: "With friends like that, who needs enemies?"

Canadian workers are probably not spending sleepless nights worrying whether the international unions they may happen to belong to advocate protectionist policies, or how those policies may affect their livelihoods. Most people do not go about their daily lives consciously pondering such questions. But **Canadian labour leaders had nevertheless better prepare themselves to counter the charges that they are aiding and abetting policies harmful to Canada** by keeping silent, or by remaining within organizations that advocate policies incompatible with the best interests of Canada. And they can hardly be doing it in the name of solidarity. Not that it is a trade-off, but I have no doubt that the AFL-CIO would gladly shed its Canadian affiliates if it could get the protectionist legislation it wants.

The pre-Christmas issue of the **AFL-CIO News** bemoans the fact that, under the Nixon bill, tariffs on products from developing countries could be eliminated altogether. The "emerging nations," the **News** says, are "emerging as sources for low-wage labour for multinational companies that have closed down plants in the United States." That sort of thing really feels like a punch below the belt.

The other intended crime Nixon is accused of is that "he could eliminate completely a tariff of 5 per cent, reduce a 25 per cent tariff to 10 per cent, and slash tariffs over 60 per cent to as low as 15 per cent."

Smoot-Hawley! Where are you, now that the AFL-CIO needs you? In 1929-30, ultra-reactionary forces in the House of Representatives and the Senate combined to pass **the Smoot-Hawley trade act, which raised tariffs to virtually insurmountable heights.** That disastrous exercise in protectionism **contributed its fair share to the deepening of the Great Depression.** It is distressing to see the AFL-CIO heading in the same direction today. It is even more distressing to see that, indirectly, Canadians are marching along.

**The last thing the world needs now is a return to narrow nationalism and protectionism.** The leading world economies are facing a most difficult transition period from free availability of resources to periodic or prolonged scarcities. Raw materials and industrial commodities are in increasingly short supply, and there is no reason to look for dramatic improvements.

This year, it is the shortage of oil; next year, it could be copper; and the year after, nickel, bauxite, or even iron ore that could produce a squeeze on industrialized countries. **Before long, pressures will become irresistible for the international sharing of dwindling resources.** Considering this trend, it is sheer madness for the AFL-CIO to be pushing for a highly protectionist trade bill.

Rogers C. B. Morton, U.S. Secretary of the Interior, said last December that the U.S. should be getting concerned lest it become subject to "blackmail" with respect to bauxite and iron ore. Most of its bauxite comes from Jamaica, and half of the iron ore it imports from abroad comes from Canada. It would not be surprising if, before long, the AFL-CIO starts appealing for "solidarity" in sharing these and other vital raw materials so that American industries and American workers can keep operating. How are Canadian unions going to react to such appeals? Are they going to go to bat on behalf of their American "brothers and sisters" in the trade union movement? Or will someone remember Abel's statement on surcharges and throw it right back across that "undefended frontier"?

**The only valid and lasting basis for Canadian-American co-operation will be found in enlightened economic self-interest.** Canada will have to use its natural resources as a bargaining lever to ensure that it is not left out in the cold or taken for granted when the U.S. works out new economic accommodations with western Europe and Japan. Regardless of which party is in power in Ottawa, it will have to bargain hard to protect Canada's national interests.

**Canadian unions affiliated with American unions** should start gearing up to do the same. They **may have to lay it on the line that the price of retaining international links is a show of sanity on present and future trade legislation.** The AFL-CIO, and specifically its member unions, will have to understand that they cannot advocate policies detrimental to Canada, and at the same time expect to retain "fraternal" and international links with Canadian unions. It goes without saying that this kind of a quid pro quo would apply also to Canadian unions and policies they advocate.

Failing accommodation along such lines, Canadian unions had better prepare for the day when the links are cut, and each of them starts going its separate way. Meanwhile, **a thorough debate on the role and future of international unions in Canada is long overdue.**

(Bogdan Kipling, Washington Bureau Chief of **The Financial Times** of Canada news service, has been covering labour conventions in Canada and the United States for over 10 years. A University of Toronto graduate, Kipling has been a journalist in Toronto, Montreal, Ottawa and Washington, concentrating on politics, economics and labour. He has reported from various parts of the world, including Peking and is a frequent commentator on CBC radio and both TV networks.)

# TREATING THE VICTIMS OF INDUSTRIAL ACCIDENTS

BY TED WEINSTEIN

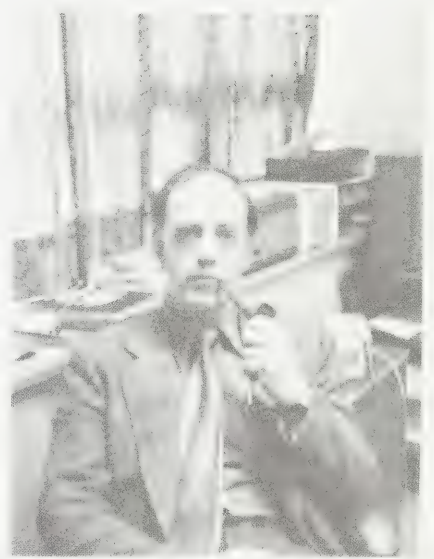
Industrial accidents in Canada exact a grim toll from workers every year as hundreds of thousands of employees, in almost every conceivable working environment, suffer injuries. These impairments range from those mildly debilitating their victims to the more serious ones: maimed and amputated limbs, broken backs and necks, paralysis.

Many of these injuries are corrected by modern medical techniques and the advent of realistic prosthetic devices. In theory, at least, most industrial injuries can be repaired by doctors, and rehabilitation is available from both public and private clinics. From a physical point of view, the physiological damage caused in accidents can be corrected, allowing the workers to lead lives as close to normal as possible.

**What happens, though, when a worker's visible damage has been repaired, but he continues to suffer the emotional trauma of his injuries?** Neurological damage, multiple injuries, and single injuries that pain and nag at people for

years can cause phobias, nightmares, and deep-seated fears. To the sufferer, these traumas are real, but to the casual or untrained observer, they can be undetectable. Still, **the person suffering from emotional injuries needs treatment.** In Ontario, such treatment is given in the Psychology Department of the Ontario Workmen's Compensation Board Rehabilitation Centre in the Toronto suburb of Downsview.

**About 400,000 industrial accidents occur in Ontario every year,** J. Carson Bock, 48, Director of the Psychology Department, said in an interview. Medical help, and rehabilitation, if it is required, is given in the home town of the injured person, if possible. But about 600 in-patients at any one time are admitted to the WCB Rehabilitation Centre for physiotherapy, help in various clinics, and psychological counselling. Bock and a staff of nine treat approximately 1,600 persons every year for emotional problems caused by industrial accidents. About 95 per cent of these patients are male.



J. Carson Bock





Ontario WCB Rehabilitation Centre and Hospital

A patient is referred to the Psychology Department either by his treating physician or by WCB Centre staff. The nightmares and phobias suffered by the patients are not imaginary, Bock emphasizes: "Nightmares and daytime fears are not fiction, but an affair of the mind, and we treat them with psychological techniques." He makes it plain that neither he nor his staff tries to fool injured workmen into thinking their jobs are free from danger. "We want to send our patients back to their jobs with a healthy awareness of work hazards. Our therapy is planned to help a man see what's really real in his surroundings. We want only to free the patient of his fears.

"Fear is a normal reaction to normal dangers," Bock explained. But **when a workman has been threatened with serious injury or savage death, fear strikes so deep that it becomes fixed**, as if seared on the brain by a branding iron. The brain has 'learned' to dread what nearly took the accident victim's life. Our job is to show the patient that what has been learned in this way can be unlearned."

During the initial appointment between the **accident victim and a psychologist, both co-operate to define the problem** and the roads to recovery open. Afterward the Centre uses electronic equipment to try to pinpoint the problem. A galvanometer registers skin response. A neurological laboratory uses recorded sounds and other aids to measure and locate brain damage.

The majority of persons seeking help with Bock and his staff **have been injured by vehicular accidents, falls, burns, suffocation, and crushing mishaps**. They have been scalded by chemicals, caught in mine cave-ins, crushed by tons of building material or beams, fallen off scaffolding, held up and knifed or beaten, and caught in explosions. **The most difficult cases are those involving persons who have phobias, yet cannot remember why because they have amnesia**. Until a person can recall the origin of his injury, psychologists are unable to use "systematic desensitization" to help him.

Bock explained the procedure in this way: "The patient is made to relax. He practises relaxing his muscles to relieve tension. Sometimes we ask him to imagine something pleasant, far removed from the accident. This may take 20 minutes or a half hour. Then we ask him to tell us about the accident. Relating the details of the accident may be difficult, especially if he is reliving a moment in which he was badly injured or almost mortally wounded. The man is urged to repeat the details over and over.

**"Then we use systematic desensitization,"** continued Bock. "If a man had been injured in a fall, his phobia would be a fear of heights. He has to imagine himself on the first rung of a ladder. He closes his eyes and sees himself looking down. He is instructed to relax, then imagine the scene again, and so on. After several minutes, he can look down in his imagination without any visible signs of disturbance. Then he imagines he is on the second rung of the ladder. **This process may take several weeks or several months**, but eventually the patient should be able to mentally overcome his phobia."

This mental preparation is necessary for the moment of reckoning—the moment when the patient must imagine himself at work on the day of the accident. Step by step, the patient sees himself re-enact the events preceding his accident. Some patients recoil visibly; others grapple with their emotions. But, if the preparation for the moment was proper and complete, **the power of positive imagination wins**, and the patient sees himself at the spot where the accident happened. He mentally re-hears the sound of the rock crashing down on him; or the wind in his ears as he fell; or the explosion. **The moment passes; the phobia has been met, defeated.**

The phobias and fears treated by Bock and his colleagues are as varied as the accidents that create them. An Italian immigrant survived a fire, but his nightmares were about a train he imagined rushing down on him, while his legs were too heavy for him to

move. Another patient had been repairing a defective rubber tractor tire; it exploded, and he flew into a concrete wall and was knocked unconscious. His injuries—loss of teeth, a broken jaw, seven broken ribs, an arm with multiple fractures—were corrected. But when he saw a wheelbarrow with a rubber wheel, he was seized by an almost uncontrollable anxiety.

"We had a patient who was at work on a freighter when it unexpectedly keeled over at dockside," Bock continued. "A steel girder, fixed to the hull during repair work, caught him and carried him into the water. Until a rescue team reached him, he spent several minutes alone in the water, expecting to die. Until he could be relieved of his post-traumatic hydrophobia, he wouldn't even go near the orthopedic pool in the Centre."

**Half the phobic patients treated at the Centre suffer from fear of heights; many worked on the steel superstructures of buildings, and**

some had fallen as many as five storeys. For these and other patients, the Centre has "final testing facilities," where the men can put themselves to the ultimate test of being in a controlled situation similar to the one that caused their injuries. For people grappling with their fear of heights, there are ladders and catwalks in the boiler room. On the grounds are two telephone poles for injured hydro employees. Convalescent railway workers can pump a handcar on a standard track located on the grounds. Workers, like miners, who are claustrophobic, can use the corridors running through the boiler room and service areas.

As is always the case when attempting cures, there are inevitably some failures. Bock talked about a young taxi driver who had been knifed. "He had 17 stab wounds in the neck and shoulders. He came to us with multiple phobias, many originating in his unhappy childhood. We tried to prepare him for driving the cab again, and eventually we tested him, with one of us sitting in the back seat of the car he was driving. He nearly rammed one car, and he sideswiped another. There wasn't much we could do for him."

The workers who have been relieved of their phobias are given Bock's phone number, with instructions to call collect, any time, if the need arises. To the credit of Bock and his staff, the calls are few and far between.



# CAN LABOUR OVERTAKE INFLATION IN THE 1974 WAGE-PRICE RACE?

To many observers, 1973 was the year that saw some of the toughest labour bargaining in Canada's history, characterized by **labour militancy, long strikes in key industries and essential services, high unemployment, and** the steepest **inflation** increase since the Korean War.

Several big strikes stood out in the public's mind: the non-operating railway employees' series of rotating strikes and the one-week walkout that halted train and ferry service in Canada; paralyzing strikes in the pulp and paper industry that caused an estimated newsprint production shortfall of 600,000 tons and higher prices; the elevator constructors' strike that started in 1972 and continued into 1973, halting millions of dollars worth of construction; the aircraft

machinists' strike that hit Air Canada for 16 days and CP Air for two months; the 68-day CUPE strike in Hamilton, during which garbage piled up throughout the city; and the walkout by Edmonton's transit drivers that started in November of last year and continued into 1974.

**The right-to-strike question was debated** as the federal Government legislated the railway non-operating employees back on the job; and the Ontario Government came close to passing a bill that would have withdrawn the right to strike from that province's teachers.

The 1974 bargaining calendar is not as heavy as that for 1973, although 275 major agreements covering 600,000 workers in units of more than 500 employees or more are up for renewal.

**The major contracts to be negotiated**—contracts that will affect great segments of the public at municipal, provincial and federal

levels in 1974 or early 1975 should negotiations fail and strikes result—cover Canada's 30,000 postal clerks and letter carriers; municipal and transit workers in Toronto, Montreal, Winnipeg, Ottawa, Calgary, Windsor and London; 25,000 retail food store employees in major food store chains operating in





several provinces; school teachers in Alberta and Québec; woodworkers, longshoremen and construction workers in British Columbia; non-medical hospital workers in B.C., St. John's, Niagara Falls, St. Catharines, Kingston, Hamilton, Windsor, Scarborough, Ottawa and St. Boniface, Manitoba; firefighters in Montreal and other municipalities; and again, the non-operating railway employees.

Negotiations for these and many other contracts are expected to **focus on wage increases, job protection against technological change, and improved fringe benefits** such as pensions and overtime. Wages will probably be the main stumbling block to settlements, with the unions demanding more money to compensate for the high rate of inflation, and employers trying to hold down wages in an attempt to control inflation.



In October of 1973, the average weekly wage for about 4,000,000 Canadian workers—whose earnings are used by Statistics Canada to compute wage figures—was \$165.56, an increase of 7.9 per cent from October 1972. But during the same period, the Consumer Price Index rose an average of 8.7 per cent. It is for this reason that CLC President Donald MacDonald advocated, in late 1973, “increased militancy at the bargaining table (in 1974).” According to CLC calculations, “The real purchasing power of the average worker, both organized and unorganized, has

been steadily declining since the end of 1972. By the third quarter of 1973, the average worker's real earnings were \$7.50 a week less than in the fourth quarter of 1972, and were back to their level of the fourth quarter of 1970. This was a drop of 5.1 per cent in purchasing power for the people who can least afford it.”

In late 1973, Prime Minister Trudeau voiced optimism and hope regarding this year's economy, whereas **organized labour was more concerned about** food costs, higher gas and oil prices, increased housing costs, and **the rising cost of living generally**. Higher fuel prices in December were a major factor in forcing inflation to its highest level since 1951. Food costs escalated 17 per cent last year, clothing, 5.9 per cent; housing, 7.2 per cent; transportation, 5.9 per cent; and recreation and reading, 4.9 per cent.

The expectation is that these higher costs will be reflected in union demands for higher salaries. The Ontario Retail Council of the Food and Allied Workers, which represents food and warehouse employees, and which will be negotiating new contracts for thousands of Ontario employees, has taken note of 1973 salary boosts won by Québec food store workers: 16 per cent the first year, and 13 per cent the second year in a two-year contract. Local 43 of the Canadian Union of Public Employees, representing 4,000 outside civic workers in Metropolitan Toronto, is thinking in terms of a 17 per cent increase in a one-year agreement; and in Montreal, municipal workers in the Confederation of National Trade Unions, are negotiating their 1974 contract on the basis of a 20 per cent pay hike. **Many unions will be looking also for cost of living clauses, as well as provisions for drug and dental plans, shorter hours, better pension plans, and improved vacations.**

These **pay requests may not be too far off the average of other 1974 wage settlements**, according to economists. The Canadian Labour Congress has suggested that average pay gains will be 10 per cent, and Wood Gundy Limited, an investment firm, has forecast increases of 11 per cent. J. D. Parish, an Economic Advisor for the Bank of Montreal, has declared that 1974 pay increases of 10 per cent will be conservative.

One province that could be severely affected by labour militancy this year is **British Columbia**. **About 190,000 workers are negotiating new contracts**, with almost half of these men employed in the three key industries of construction, forestry, and longshoring. The president of a Vancouver local of the International Woodworkers of America has predicted that contracts signed this year will have to provide pay increases of from 12 to 14 per cent; and the

president of the B.C. Employers' Council has stated that 1974 could be potentially a difficult year in labour negotiations: **"The probability of widespread labour conflict in B.C. is unquestionably greater than ever before."** Len Guy, Secretary-Treasurer of the B.C. Federation of Labour, has said that there will be many walkouts if management does not realize what inflation has done to workers' incomes and is not prepared to offer high salary increases.

The United Steelworkers of America are experiencing a relatively light year. Major negotiations will be with the can manufacturers, the Sydney Steel Corporation (employing 2,600 workers), and three operations in B.C.'s Cominco mine, mill and steel mill works (employing 3,700). The United Automobile, Aerospace and Agricultural Implement Workers union settled with the three major North American automobile makers in

1973 and can now devote its energy to settling with American Motors in Brampton, Ontario, car feeder plants, farm implement makers such as Massey-Ferguson and International Harvester, and the Douglas Aircraft Company, Toronto, which employs 4,600 workers.

In addition to the postal clerks and letter carriers, **transportation and communications employees who will be negotiating new contracts include:** 1,175 Air Canada pilots; 23,000 telephone employees in Ontario and Quebec, 7,500 in B.C., 1,000 in New Brunswick, 3,200 in Alberta, and 2,300 in Manitoba; CP Air's 900 dispatchers, clerks, and passenger agents; 5,200 workers and 1,200 marine engineer officers of the Canadian Lake Carriers' Association employed on the Great Lakes and the St. Lawrence Seaway; 3,100 longshoremen in Montreal, Québec City and Trois Rivières; 1,900 employees of the Saskatchewan Wheat Pool in grain elevators throughout Saskatchewan, and in Thunder Bay, Winnipeg and Vancouver; and 1,700 railway clerks of the Manitoba Pool Elevators and other associated grain elevators.

Another **12,300 workers in five major meat packing and processing companies** in 30 plants across Canada **will be renewing contracts this year**. In mid-summer, Ontario's pulp and paper companies will be back bargaining with the lumber and sawmill section of the United Brotherhood of Carpenters and Joiners of America to negotiate contracts for 3,200 woods workers. Later in the summer, the International Brotherhood of Teamsters will be bargaining for 7,000 truck company employees in Ontario's trucking industry.

T.S.W.



# THE 1974 BARGAINING CLIMATE IN THE U.S.—A ROUGH YEAR PREDICTED

Though 1973 was a relatively peaceful year on the labour-management front in the United States, 1974 is shaping up as far less tranquil, with **difficult bargaining and increased work stoppages expected.**

The peace in 1973 was marked not only by an unusually low incidence of strikes, but also by a remarkable restraint in wage demands—perhaps because strikes are proving too costly, perhaps because cost-of-living clauses help to cushion the impact of inflation, or perhaps because of the constraints of official wage curbs.

Few labour experts believe, however, that the industrial peace can be maintained in 1974 in the face of a sharp rise in the cost of living—manifested particularly in soaring food prices—that has whittled away all the real gains made by workers. Consumer prices increased by more than 8 per cent in 1973, and toward the end of the year, they were soaring at an annual pace of nearly 10 per cent. **In addition to the problem of surging inflation, the upcoming contract negotiations will be influenced by the extent of unemployment that develops from the energy crisis and by the eventual fate of the Government's economic controls program.**

A continuing fuel shortage is certain to affect the negotiating stance of corporate managements that see profits squeezed by supply shortages, cost increases, production cutbacks, and in some industries, reduced consumer demand. The trucking industry is one of the most immediately affected. Others facing hardships in the form of reduced earnings or worker layoffs include auto manufacturing, aviation, retail sales and resorts.



Union leaders warned earlier this year that neither they nor their rank-and-file are prepared to accept quietly any additional economic sacrifices imposed by the energy shortage. They are almost unanimous in declaring that the forbearance of workers has reached breaking point.

Another important factor determining the attitude and behaviour of unions this year is a **deep concern approaching fear among workers that the Government is unwilling or unable to look after their interests** as jobholders and consumers. Some observers see the protracted Watergate affair and its impact on the ability of the President and his Administration to govern effectively as a probable spur to labour militancy in forthcoming negotiations. "When government abdicates its responsibility then it is every man for himself," asserted Nat Goldfinger, the AFL-CIO's research director. He recently predicted that "mismanagement" of the energy situation and the economy in general would lead to a recession coupled with another explosion in prices. AFL-CIO economists are also predicting that unemployment will rise to as much as 7 or 8 per cent of the workforce.

Widespread unemployment during a recession would normally be expected to ease pressure for high wage settlements, say experts in labour relations. Workers hesitate to go on strike if jobs are hard to find. But the prevailing social and political mood of America is not likely to encourage moderation. It should also be noted that the recession of 1970 had little moderating effect on either wage settlements or strikes.

Bargaining talks may be further complicated by uncertainty over the fate of wage and price controls. The legislative authority for Phase IV controls ends April 30 and it is difficult to predict whether they will be continued, modified or—as labour and business recommend—dropped completely.

Union leaders are flatly opposed to continuation of the Government's stabilization policies because they believe that controls, as administered at present, have restrained wages but allowed prices, profits and interest rates to soar.

**More than five million workers—half a million more than in 1973—are covered by contracts that come up for negotiation or re-opening this year,** many in vital sectors of the economy such as steel, aluminum and can, aerospace and communications, coal mining, railroads and longshoring. In the past, negotiators in these industries have often failed to reach agreement, with consequent strikes and occasional invocation of the Taft-Hartley Act.

The large number of employees affected by contract talks in 1974 is partly the result of a **new strategy** adopted by some unions—**signing only one-year agreements.** Unions in construction and railways are among those switching to the shorter pacts. Only an estimated 250,000 workers, however, are covered by continuing long-term contracts that contain provisions permitting them to be re-opened the way the

Teamster's contract was re-opened recently; the union was seeking extra raises to offset wages lost because of limitations on highway speeds imposed by the fuel shortage.

During 1973 labour-management negotiations, union leaders generally settled for less than their members wanted. Instead, they concentrated on noneconomic issues such as limiting compulsory overtime and improving plant conditions. But for many unions those non-economic issues are expected to take a lower priority this year in the face of a tightening financial squeeze. "It is inevitable that intense wage pressures will break out," said the AFL-CIO's Nat Goldfinger. **Workers are determined to win wage increases that at least keep pace with price increases.** They would all need a raise of at least 7 per cent to insulate them against this year's expected inflation.

The most significant bargaining of the year is expected to be between America's 10 biggest steel companies and representatives of the **United Steelworkers.** Though the latter are assured of at least a 3-per-cent pay boost for each year of the new contract, union officials said earlier this year that they will disregard the Administration's current anti-inflation guidelines limiting wage increases to 5.5 per cent. "Steelworkers are entitled to

a very substantial wage increase to reflect increases in productivity in our industry and the sharp rise in the cost of living," union spokesmen declared.

In order to avoid strikes and lockouts, the Steelworkers and the companies have pledged to submit any unresolved issues to **binding arbitration if agreement is not reached by April 15**. A panel of arbitrators chosen by the two sides will then have until July 10 to decide on the disputed issues.

In addition to higher wages, the union is demanding an improved cost-of-living formula providing additional money as prices go up, better pensions, a shorter workweek, and job security against layoffs related to the energy crisis.

Negotiations between the **United Mine Workers** and the Bituminous Coal Operators will be another pivotal round of bargaining. The miners, led by Arnold Miller, who

will be negotiating his first contract as the union's president, are determined to win large concessions from management when their present contract expires in November. They are asking for higher wages and pensions, a new cost-of-living clause, and shorter working hours. For the first time, the union is allowing its locals to ratify or reject the negotiated terms.

The **Communications Workers** can also be expected to push hard for as much as they can get. Joseph Beirne, the union's president, is reportedly on shaky ground and needs a generous settlement. In 1971, shortly before the wage-price freeze, he settled for a contract that enraged many of his members.

While wage increases in new contracts edged downward slightly in 1972 and 1973, **fringe benefits** in the various packages rose significantly, and this trend is likely to continue. So is the effort to incorporate **more cost-of-living clauses** in agreements with industries that do not have such arrangements. Escalator provisions were included in pacts covering more than 30 per cent of workers involved in 1973 settlements. About 40 per cent of all unionized workers in the U.S. are now protected in this manner against inflation.

A growing number of union officials are also taking second looks at settlements they made in the past year or two. Said one observer: "They are fond of quoting Walter P. Reuther, the late president of the United Auto Workers, who once re-opened a wage contract (even though it did not contain a re-opener clause) by proclaiming it to be a 'living document'. In the current climate of political and economic instability in the U.S., many contracts could turn into 'living documents' this year."

G.S.

■ As the **Gazette** goes to press the United Steelworkers of America and the three major aluminum companies announced that they had reached new 40-month agreements providing for voluntary retirement at the age of 62 with full pension, and cost of living supplements. The settlements also provide for wage increases totalling 69.7 cents an hour—about 15 per cent over the term—a new cost of living formula, and improved fringe benefits. The aluminum contracts are expected to set the pattern for the steel industry. Details will appear in the April number of the **Gazette**.

# PROGRESS REPORT ON THE STATUS OF WOMEN

**Pledging support for the removal of discrimination and promotion of equal opportunity for women in all fields of Canadian life,** John Munro, Minister of Labour and Minister Responsible for the Status of Women, tabled a report in the House of Commons on December 17.

In presenting the report, the Minister told the House that one of the most important steps the Government had taken was the establishment of a network of positions whose responsibility was to advise the government on matters concerning justice for women in both their social and working endeavours.

At the centre of the network is the Office of the Co-ordinator, Status of Women. This office is located in the Privy Council, Social Policy Secretariat. The co-ordinator advises the Minister on the progress made concerning the status of women generally and monitors all government activities to ensure they are in accordance with general policy concerning fair play for women. **Programs and policies of several government departments within the network are slanted to improvement of working conditions for women. Besides the labour department's Women's Bureau, other government departments with special positions are:**

**the Treasury Board, the Public Service Commission, the Departments of National Health and Welfare, Manpower and Immigration, Justice, Secretary of State and the Solicitor General's department.** In addition, there are persons in several personnel divisions of departments and agencies who are responsible for equal opportunity for women.

The Advisory Council on the Status for Women—created in May 1973—has already produced a number of reports, and made its presence felt both by the Government and the general public.



The booklet, **Status of Women in Canada, 1973** is the latest report of recent legislation and administrative measures concerning women within the jurisdiction of the federal government. "Important steps have been taken in this respect," the Minister said "and the Government will continue its march forward until equality of opportunity is assured between women and men in Canada."

He reminded the House that on November 16, 1972, Canada had ratified the International Labour Organization Convention 100 concerning equal remuneration for men and women workers for work of equal value.

**HIGHLIGHTS OF THE REPORT**

- Regulations of the Fair Wages and Hours of Work Act, were amended to include a provision stipulating that contractors hiring under a federal contract cannot discriminate against any person because of race, national origin, colour, religion, age, sex or marital status.
- The Government asked the Public Service Commission in late 1972 to investigate complaints of alleged discrimination because of sex, race, national origin, colour or religion, and the Commission has set up an Anti-Discrimination Branch to conduct these enquiries.
- Qualified women are being nominated to the Senate, appointed as judges and offered positions on boards and commissions as well as other senior posts.

The Government has appointed or reappointed, since October 1972 some 73 women to various boards and agencies. These include two judges of the Superior Court, four Citizenship Court judges, four full-time Commissioners of the Immigration Appeal Board and the Chairman of the Food Prices Review Board.

- An April 1972 Cabinet directive to deputy heads of government departments **urging that women be assigned to positions in the higher echelons** resulted in the creation of an interdepartmental committee by the Public Service Commission's Office of Equal Opportunities for Women. This committee, jointly chaired by senior officials from the Public Service Commission and the Treasury Board, has the responsibility for co-ordinating action and measuring progress.
- Guidelines developed by the Office of Equal Opportunities for Women have been sent to all departments to help them set up programs. In addition to the services offered by the Women's Bureau of the Canada Department of Labour, the Department of Manpower and Immigration is now appointing consultants in each Regional office with specific responsibilities for manpower services to women.
- **Part II of the Canada Labour Code includes provisions for maternity leave of up to 17 weeks.** The Unemployment Insurance Act entitles women workers to 15 weeks of maternity benefits (before, during and after confinement).

● **Financial support for day care has been expanded** through amendments to the Canada Assistance Plan Regulations. Provisions had previously allowed for sharing with the provinces the cost of salaries, staff training and research. The amendments have been expanded to include all operating costs and, in some cases, costs for equipment. **The Canada Assistance Plan provides support for family day care services in a home environment.**

- The Department of National Health and Welfare has established a National Day Care Information Centre within the Canada Assistance Plan Directorate. The Centre provides information on all aspects of the day care field.
- Single parent families and their special problems have not been overlooked. The Government has made plans to review with the provinces the social security system undertaken by the federal and provincial governments. Within the framework of these discussions, the questions of the participation of the spouse remaining at home in the Canada and Québec Pension Plans, and of the equal treatment of women and men under the plan will be given top priority.
- **Funds have been allocated to the Minister Responsible for the Status of Women, to go to national women's organizations to assist with their programs.** Other departments are also making funds available. The Citizenship Branch of the Secretary of State Department has an active program of support to women's groups, and native women are benefitting from programs established by the Native Citizen's Programme geared to increase their ability to participate more fully in all aspects of community life.

The report deals also with enrollment, maternity leave benefits and superannuation for women in the Canadian Forces, and the enlistment and superannuation of women in the Royal Canadian Mounted Police. It cites the progress made in immigration concerning the right of wives to be independent applicants, and gives sympathetic hearing to recommendations made by the Royal Commission on the Status of Women concerning citizenship. The closing chapter deals with criminal law and women offenders, and amendments to the Criminal Code.

#### **Reaction to the report was mixed.**

Grace MacInnis (NDP-Vancouver-Kingsway) expressed approval of Government achievements, but said that there were still many problem areas not touched upon, such as the status of Indian women who marry non-Indians, abortion, family planning programs and day care provisions.

Gordon Fairweather (PC-Fundy-Royal) suggested there should be "fewer pamphlets and more evidence of action." The number of women in senior positions in the federal public service, he averred, is a glaring example of the lack of Government action. "About 85 per cent of government female employees are in lower-paying, lower-status positions."

Rene Matte (SC-Champlain) suggested that the Government may be perpetuating a distinction between men and women by continuing financial support of women's groups. He suggested that the Government consider paying women for the work they do at home. If housework were financially recognized, he said, it would combat unemployment.

Laura Sabia, Chairman of the Ontario Status of Women Advisory Council, said that the report was "pure window dressing and barely hides an empty store." She said that she would never be satisfied until women have complete equality, and that the report was "nowhere near good enough."

Mrs. Sabia believes that men have the best of all possible worlds and they had no intention of changing the situation. "Let's get women in Parliament and women in the Legislature. It's the only way to make changes. The men won't do it, they've got to be pushed all the way."

**In the near future, she is hoping to arrange meetings between the provincial and federal status of women advisory councils, so that both can work toward common aims.**

On the international scene, statistics show only eight women—and 271 men—holding director-level jobs on the UN roster of 10,000 international public servants.

Recently, Helvi Sipilä of Finland was named to the highest-ranking job ever held by a woman on the United Nations staff—a \$46,100-a-year assistant secretary-general's post. According to Sipilä, the UN secretariat "won't have a better record until the governments themselves have a better record" of employing women in high-ranking posts.

In the area of women's suffrage, Sipilä sees great progress. At the start of the Second World War, there were only 32 countries where women could vote. Now there are only five where women can't—Liechtenstein, Kuwait, Jordan, Saudi Arabia and Yemen.

The status of women in the industrialized world is marked by "increasing freedom of choice to do what they want with their lives," she said. She believes that men should also concern themselves about being discriminated against.

"It has been taken for granted that the woman is the only one who has the right to take care of the children. The ideal is for both to do more for the family together. I'm defending the rights of both men and women. There should be equal opportunities for both."

# THE QFL'S PROGRESS TOWARD AUTONOMY

BY MARCEL PEPIN

A free association of unions whose aim is to have a provincial mouthpiece, the Québec Federation of Labour has in the past several years leaned toward assuming the role of a truly autonomous central labour body in order to become the "main" mouthpiece of its members. Such an ambition, however, runs into obstacles because, before being members of the QFL, unions are first of all affiliated to the CLC and must all turn to national or international headquarters for direction. The tendencies of the one and of the other have in the past

been and still remain far apart in more than a few respects. This explains the resistance of several member unions to sacrifice a bit of their independence to reinforce the real power of the QFL.

Deprived of such real power from the standpoint of mandates and resources, the QFL nevertheless chose, under the direction of Louis Laberge, to act as if it really held authority over its members. Mr. Laberge worked to such good purpose to make it appear that his central labour body had reached a degree of power and efficiency

comparable to that of other central labour bodies that, not only did the public finally believe it, but also the members of the QFL were convinced that it had.

Failing on his own, however, to mobilize his troops on particular points, Mr. Laberge managed throughout the years to obtain the sustained co-operation of the chief Québec officers of the international or national unions active in Québec, with the result that on several occasions the power of the QFL proved to be true.







**Delegates at QFL convention.**

To fill the gap that has never ceased to exist between the real capacity of the central labour body to work on its members and the reputation that Mr. Laberge has wanted to create for his organization, the QFL President has never refrained from using the incisive style for which he is known. As a result, positions taken were enough to make people tremble but lead observers of the Québec union world to wonder about it all. Thus, when Louis Laberge speaks of launching an attack on the Government, when he obtains permission to launch a general strike or secures approval of the concept of civil disobedience as an appropriate union weapon, he shows that his actions are based on mere wishes rather than on a real capacity to take such steps.

The power of the QFL remains a weak one; member unions are the sole masters of their strategy, and then only if their international officers grant them an autonomy of sorts. It was in such a setting of powerlessness that the delegates attending the QFL convention in December sought new tools to give their central labour body some kind of capacity with which to eventually transform the organization into a real motor of the Québec labour movement.

The plan of attack aimed first of all at clarifying the order of priority as regards allegiance. Must a member of the United Rubber Workers, for example, devote all his energies and resources to promote his international union first of all, then to the programs of the Canadian Labour Congress and then, only on a voluntary basis, to the QFL? The question was asked, and the answer is more and more unanimous: the first allegiance must be to the Québec organization, in other words, to the QFL.

It is difficult to say whether the QFL is changing under the impetus of Québec nationalism in all sectors, or whether it is simply trying to ride the nationalist wave to take a nationalist turn which cannot but please its officers.

Supported by the general nationalist trend, the QFL has moved forward to a point where it may become an organization decreasingly dependent upon other decision-making organization of the "international" labour movement by deciding to directly affiliate unions that could decide to sever their bonds with their "international union."

In the immediate future, the construction unions are the main ones likely to take advantage of this new clause in the QFL's constitution. But will this snowball? Conscious of the impact of that resolution on the already strained relations between the CLC and the QFL, the officers of the latter have precious little to say on the subject.

Provincial federations are not authorized to certify unions directly. According to the CLC statutes, their role, at the geographical level, consists in representing unions affiliated to the CLC. If the reverse were to happen, it could mean, sooner or later, the breaking-up of the CLC and the creation of a parallel central labour body in Québec.

Anticipating the CLC's ill humour, the officers of the QFL openly criticized the Canadian labour body. Theoretically, the CLC is taken to task for mismanaging its union education mission in Québec; for not consulting the QFL, which considers itself more representative of the Québec workers than the Québec representatives on the CLC Executive; and, above all, for practising a form of conservative and sterile unionism.

The conflicts between the CLC and the QFL can be summed up as being structural and communication problems which could easily be solved if both parties really tried to. But instead of improving, the situation is worsening. Why? Simply because Québec union members increasingly want a provincial decision-making organization instead of a Canadian one.

If taken at the union level, then it is the whole question of Québec-Ottawa relations that emerges. Some want by all means to dissociate from the CLC and run their own business themselves within the QFL; others prefer the status quo, that is, a CLC having the funds and the jurisdictions and a QFL that "represents without managing"; caught between the

two, the officers are lost in middle-of-the-road formulas of the particular status kind because of the "particular" character of Québec.

The trouble is that neither the CLC nor the QFL is empowered to settle the question. This falls within the province of local unions, most of which must take into consideration the policy of their headquarters, which, in most cases, are international.

The matter may not be settled for quite a while yet, even though Mr. Laberge swears that he will not mince his words at the next CLC convention to be held in Vancouver in May, even though the delegates at the QFL convention let off steam with threats.

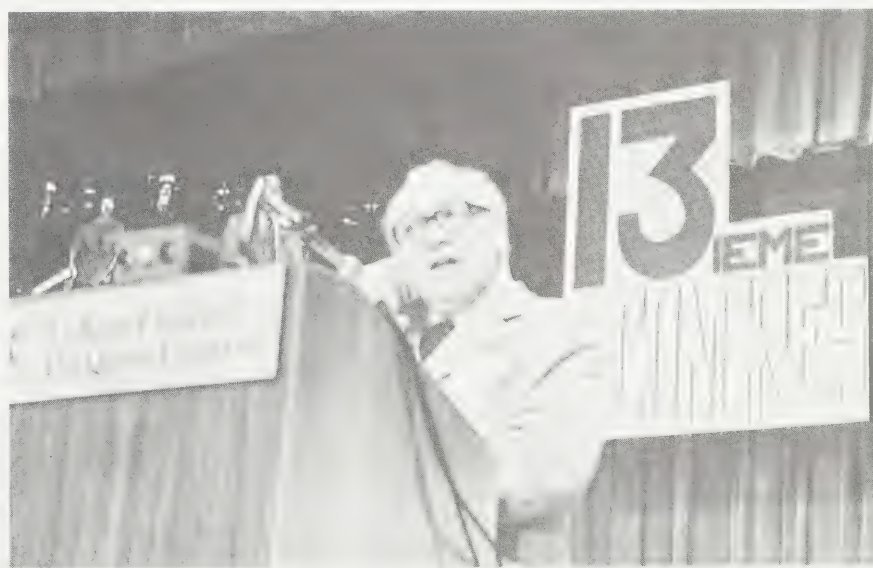
Mr. Laberge wagered that he would be more successful than the rival CLC in persuading local unions that their haven was the QFL. It must be said that he has so far instilled in these unions a pride they had lacked for a long time, that of belonging to a movement that favours a fighting kind of trade unionism.

The jailing of Laberge, the unanimous support he got from the

CUPE affiliated unions, the halo surrounding him as a martyr for the cause resulted in making the members feel that there was less ground for the charge laid throughout the years by the CNTU against the QFL that it was dealing in bourgeois trade unionism. This change came about gradually and it is still difficult to figure out to what extent it has reached the 275,000 members of the QFL. At the image level, however, there can be no doubt that the QFL has resolutely enlisted in the radicalization movement that is winning Québec trade unionism.

At the practical level, however, the QFL remains a weak structure, with a meagre budget, supported by a skeleton team of eight union members. Its credibility is likely to suffer from that lack of means each time the officers cannot make the QFL play the role of a central labour body with a good financial standing, which the public already believes it to be.

A striking example of this embarrassing incapacity was given during the long-lasting strike of the 312 union members of the Firestone plant at Joliette. From the very beginning, those strikers hitched their wagon to the QFL



Louis Laberge





rather than stick to their international union. Everything went well as long as President Louis Laberge was able, without any inconvenience, to make resounding statements, in support of the strikers and against the company. It wasn't so rosy, however, when the strikers found out that the CNTU or the Québec Teachers Federation members received greater financial support than that provided by the QFL.

Faced with a concrete problem such as firing up the resistance of the strikers at the Firestone plant, Mr. Laberge, having no other way out, used persuasion. This often comes out well for him. And it is by holding several conferences and making good use of that weapon that he created a beginning of "geographical" solidarity within the international and national unions active in Québec.

And that is the main weapon of the QFL officers for changing their organization into an authorized if not authoritative central labour body. This is a great step toward achieving autonomy, but there are many more to come.

One of them is cohesion at the political level. Mr. Laberge, as well as the other union leaders, had sworn that they would have the Liberal Government ousted. Mr. Bourassa was re-elected with an unprecedented majority. The QFL must therefore start its political fight all over again.

To persuasion, Mr. Laberge added an enticing social program: nationalization of automobile insurance, increased medical care, strong demands concerning the status of women, denunciation of pro-management laws in labour legislation.

As a consequence, the political option of the QFL pleases the progressiveness of the "international union movement": sympathy for the Parti Québécois, option in favour of French as the official language, full support to Québec autonomists at loggerheads with federal centralizers.

From all this, one can draw a clear picture: the QFL reflects the Québec nationalist spirit and character as any other central labour body would. Among international unions, there is quite an awareness of this new image and reality. The QFL leaders take great comfort in this and are satisfied. No one disputes this image any more, even though the real power is elsewhere.

(Marcel Pepin, a graduate of the University of Ottawa and l'Université de Montréal, is a reporter with **La Presse**, a Montreal daily newspaper. He was appointed parliamentary correspondent for the Ottawa daily **Le Droit** in 1964. Four years later he became regional director of the Conseil économique de l'outaouais.)



# LABOUR LEGISLATION IN 1973

## PART 2: WORKMEN'S COMPENSATION

BY MILTON F. HOUSE

Several provinces amended their workmen's compensation legislation in 1973. Alberta passed a new Act, the Workers' Compensation Act, effective January 1, 1974, to replace the Workmen's Compensation Act of 1948. The new Act includes revised procedures for processing claims, a general upgrading of benefits and increased emphasis on safety education. The Act is specifically called The Workers' Compensation Act to end previous male chauvinism in the compensating of Albertans injured on the job. Also implemented is a policy of universal application, with exclusions, reversing the present approach.

The New Brunswick Board made extensive changes to provisions governing third-party actions, and established an advisory committee to provide a continuing review of Board functions and service. Boards of Review were established in British Columbia to facilitate appeals on claims. Other provinces, such as Ontario, Nova Scotia and Québec, increased benefits or extended coverage.

### EARNINGS CEILING

The ceiling on maximum annual earnings on which compensation payments are based was increased from \$7,600 to \$10,000 in Alberta and from \$8,600 to \$9,000 in British Columbia, effective January 1, 1974; in Newfoundland, from \$7,000 to \$9,000, which raised the

weekly compensation rate from \$100.97 to \$129.81 effective January 1, 1974. New Brunswick raised its ceiling from \$7,000 to \$7,500, which raised the weekly compensation from \$100.97 to \$108.17 effective January 1, 1974. Nova Scotia increased its ceiling from \$7,000 to \$9,000, effective January 1, 1974.

The increase under the federal Merchant Seamen Compensation Act was from \$6,000 to \$7,000, effective December 19, 1972. In P.E.I., effective January 1, 1974, the increase will be by \$1,000 to \$7,000. The ceiling was raised to the country's highest at the time in Ontario, where the increase was from \$9,000 to \$10,000 as of July 1, 1973. The amendment to the New Brunswick Act, which came into force June 1, 1973, raised the ceiling from \$7,000 to \$7,500; thereafter, reflecting increases in the

cost of living. The Board recognizes the possible increase in earnings for injured workmen under 21 years of age, in determining a close estimate of the actual earnings loss. This provision is retained by being made retroactive to offset the fact that the Age of Majority Act (which came into force August 1, 1972) reduced the age of majority to 19.

**Nova Scotia amended the Workmen's Compensation Act to increase, for purposes of the Act, the minimum earnings base for volunteer firemen** from \$2,000 a year to \$3,600 a year, excluding amounts in excess of a maximum \$9,000 a year in computing earnings. Also, the minimum earnings base for permanent partial disability is increased from \$200 a month to \$300 a month and the revised base will apply to all permanent partial disability pensioners regardless of whether the degree of disability is less than 15 per cent. The amendments are effective January 1, 1974.

## DISABILITY BENEFITS

Provisions governing compensation for disability were amended in four provinces. **The new minimums are as follows:**

**In Alberta, where permanent or temporary partial disability results from the injury, the Board must estimate the impairment of earning capacity from the nature and degree of disability be reason of the injury and award compensation based upon 75 per cent of the worker's average weekly earnings computed in accordance with the Act.**

On and after January 1, 1974, a person receiving **compensation for permanent total or permanent partial disability** under any Workmen's Compensation Act of Alberta, irrespective of the date or time of the award or the accident that occasioned the award, shall be granted an additional payment of compensation sufficient to bring the monthly payment to him up to \$275 for total disability and a proportionate amount thereof for partial disability, calculated according to the percentage of disability assessed. These amounts represent the minimum amounts payable for permanent or partial disability.

The amount of compensation to which an injured person is entitled for **temporary total disability under the Act must not be less than the weekly equivalent of the amount payable for permanent**

**total disability** or, where his average earnings are less than such weekly equivalent, the amount of such earnings.

**The New Brunswick amendments of June 1, 1973 included an increase in temporary total disability** minimum benefit to \$45 from \$30 a week. The minimum for existing permanent total and permanent partial disability awards is increased from \$150 a month to \$250, effective July 1, 1973. The diminished earning capacity of the injured workman receiving a permanent partial award must be 50 per cent or more. A new provision removes the discriminatory payment of pensions to those disabled prior to 1940 and enables the Board to increase the minimum earnings (to \$250) on which the pension for partial disability pensioners (less than 50 per cent) is based, when the Board recognizes that extraordinary hardship is created as a result of factors relating to age, employment opportunities, training and other factors.

As of January 1, 1974, the minimum compensation payable to a **permanent total disability pensioner in Nova Scotia** is increased from \$150 a month to \$225 a month. Also, a \$45 allowance is payable to a permanent total disability pensioner for each child under 18 years, or up to 21 years if the child's education is being continued.

### Disability

#### Permanent Total

#### Temporary Total

Alberta  
(effective January 1, 1974)

Weekly payment equal to 75% of The worker's average weekly earnings to maximum of \$10,000 per annum

Periodic weekly payment for period of disability equal to 75% of average weekly earnings

New Brunswick

\$250 a month

\$45 a week or earnings, if less

Nova Scotia  
(effective January 1, 1974)

\$225 a month and \$45 a month for each child under 18 years or to age of 21 if education being continued

Not less than 75% of the minimum wage fixed by the Minimum Wage Board

Ontario

\$250 a month

\$55 a week or earnings, if less

**Nova Scotia's** new Act provides for **increases in periodical payments based on increases in the consumer price index.** The minimum average earnings base for permanent partial disability is increased from \$200 to \$300 a month and the revised base applies to all permanent partial disability pensioners regardless of whether the degree of disability is less than 15 per cent. Also, the **helpless allowance granted by the Board in its discretion to a workman rendered helpless through permanent total disability** is increased from \$100 to \$150 a year. The amendments are effective January 1, 1974.

## DEPENDENT'S ALLOWANCES

**Alberta, effective January 1, 1974, increased benefits for dependent widow, widower or common-law spouse** if the relationship has existed for five years (or two years if a child has been born to the union). The widow or widower of a worker fatally injured on or after January 1, 1974 is to receive the full compensation that the worker would have received as a permanent total disability pension.

The grant to dependants for additional expenses resulting from the death of a worker is increased to \$500. The minimum Worker's Compensation Board total permanent disability pension is increased to \$275 a month. The minimum partial disability pensions are increased proportionately.

The minimum Worker's Compensation Board pension for a dependent widow or widower prior to January 1, 1974 is increased to \$225 a month and the dependent child

allowance is increased to \$70 a month until the age of 18 years or, in the case of a dependent invalid child, irrespective of age for as long as, in the opinion of the Board, it might reasonably be expected that the worker, had he lived, would have continued to contribute to the support of the child.

**The lump sum termination of pension payment is increased to \$2,700 for a dependent widow or widower upon remarriage.**

**Amendments in Ontario also came into force July 1, 1973, bringing substantial increases in benefits.** The widow's monthly pension is increased from \$175 to \$250 a month. Children's monthly allowances are increased by \$10 to \$70 for each child with parent and to \$80 for orphans. The over-all minimum payable to a widow with three or more children is increased from \$355 to \$460 a month. The minimum amount payable for other dependants is increased from \$150 to \$250 a month. Maximum funeral allowance increased from \$400 to \$500.

**Changes in New Brunswick, effective June 1, 1973 raised the widow's monthly benefit from \$100 to \$140 a month** and the lump sum payment from \$200 to \$300. The monthly benefit for a schoolchild with parent is increased from \$25 to \$40; for an orphan attending school, from \$50 to \$75. The age limit of 21 years is retained notwithstanding the Age of Majority Act.

**In Prince Edward Island, the lump sum payable where the widow or invalid widower is the sole dependant** was doubled in 1970 to \$400. An amendment brought into force March 16, 1973 extends the increase (to \$400 from \$200) to apply to the amount payable where the widow or invalid widower has one or more children. The allowance to a child with parent is increased from \$25 to \$30 and that for orphan child from \$35 to \$40.

**The federal Merchant Seamen Compensation Order of December 19, 1972 increases the widow's monthly pension from \$100 to \$120** and the lump sum payment to the widow (or foster mother) from \$200 to \$300. Minimum compensation payable, where the dependants are a widow (or invalid widower) and one child, is increased from \$135 to \$155, irrespective of the amount of the seaman's earnings. The further monthly payment of \$35 for each additional child is unchanged. Should the total monthly compensation exceed the seaman's average earnings, the compensation is a sum equal to such earnings or \$155, whichever is the greater, the share for each child entitled to compensation being reduced proportionately.

**In Nova Scotia, effective January 1, 1974, the lump sum payment to a widow or widower** is increased from \$250 to \$500; the monthly payment to a widow or invalid widower, from \$115 to \$225. The monthly allowance payable to a widow or invalid widower for each child under 18 years of age is increased from \$38 to \$45, and the monthly allowance for an orphan from \$45 to \$60. The monthly allowance for other dependants is increased from \$60 to \$75 for any one dependant, not exceeding in the whole \$100 a month.



## REHABILITATION

**Prince Edward Island increased, from \$10,000 to \$25,000, the funds available each year to cover the expense of getting injured workers back to work, and to reduce or remove any handicap they may have suffered.**

## COMPENSATION

**In Nova Scotia, if a dependent widow marries on or after January 1, 1974, her right to compensation ceases, but she is entitled to \$50 a month for 25 months from the date of the marriage or, in the discretion of the Board, to be paid an amount equal to such payments in one or more amounts.**

## COMMON-LAW WIFE

**In Alberta, when a worker dies as the result of an accident occurring on or after January 1, 1974, leaving no dependent spouse, his dependent common-law spouse, where the relationship has existed for five years immediately preceding his death or for two years if a child has been born to the union, is entitled to receive the compensation payable to a dependent spouse until such time as he or she (the spouse) marries.**

## MEDICAL AID

**The Workers' Compensation Board in Alberta, as is the case in many provinces, has the right to provide a special surgical operation or other special medical treatment to cure and relieve an injured worker from the effects of**

**the injury. The Board may take such measures and make such expenditures, including the supplying of any apparatus, as are necessary to assist in lessening or removing any handicap resulting from an injury to a worker. The Board provides for the repair, maintenance or renewal of any apparatus which it provides to an injured worker.**

When a worker is rendered helpless through permanent total disability, the Board may provide such other treatment services or attendance as may be necessary as a result of the injury.

## MEDICAL REVIEWS

**In Alberta, a worker who claims compensation or to whom compensation is payable under the Workers' Compensation Act is required to submit himself for medical examination in such time and place as the Board may require. This is similar to legislation in most of the provinces.**

## CLAIM REVIEW

**The Board in Alberta, upon request from the employer or the worker or a dependant, may appoint a review committee to review the record of a claim for compensation under the Workers' Compensation Act, and the committee, with the consent of the Board, may hear representations on behalf of the employer and the worker or dependant and may confirm, vary or reverse any decision made in respect of the claim. Similar legislation exists in other provinces.**

**An amendment to the British Columbia Act, effective January 1, 1974, provides for the establishment by the Lieutenant-Governor in Council of a panel of persons representing organized groups of employers and organized groups of workmen.**

By order, the Lieutenant-Governor in Council may:

- (1) establish boards of review each comprised of a chairman and one or more persons selected from the panel;
- (2) make regulations respecting—
  - the constitution of the boards of review,
  - the remuneration and expenses to be paid to members of boards of review and to other persons required to attend before them,
  - the practices and proceedings governing appeals to and hearings before boards of review,
  - the duties and powers of boards of review, or any member of them, and
  - any manner or thing necessary for efficient operation of a board of review.

Within 90 days (or such other time as the Board may allow) from the date a decision of the Workmen's Compensation Board is given to a workman or employer, either of them or a person acting on their behalf may appeal to a board of review as prescribed in the regulation. **Every decision of a board of review, together with its findings and reasons, must be recorded in writing and served forthwith:**

- (1) upon the appellant and his employer or workman; and
- (2) where the board of review does not confirm the decisions of the Board, upon the Board, and the Board in such case will reconsider its original decision.

Where a board of appeal makes a decision:

- (1) an organized group of workmen, or
- (2) an organized group of employers, or
- (3) where the decision of the board of review is not unanimous, the appellant or his employer or workman affected by the decision may, not more than 60 days from service of the decision upon the appellant, or within such other period as the Board may allow, appeal the decision of the board of review to the Board.

**Where the chairman of a board of review is of the opinion that a board of review decision (unanimous or otherwise) involves a principle of importance,** he may, upon application by the workman or his employer made not more than 30 days from service of decision, grant leave to appeal and communicate the leave forthwith to the Board.

On appeal, the Board may direct the board of review to reconsider or re-hear the matter either generally or on any particular issue, and the Board may withhold its decision pending the decision of the board of review.

**The decision of the Board on an appeal from a decision of a board of review is final and not subject to appeal to or review by any court.**

Where a workman affected by an appeal is required by and appears before the Board on an appeal from a board of review decision to the Board, he must be paid travel and other allowances, including loss of wages.

A benefit claim allowed by a board of review must be paid forthwith after the decision, notwithstanding an appeal to the Board from a board of review decision and, except for fraud or misrepresentation, is not recoverable from the workman.

All expenses required by board of review procedures are to be paid out of the Accident Fund.

**An addition to the Saskatchewan Act provides for the appointment, as an officer of the Department of Labour, of a Workman's advocate,** who may assist workmen or their dependants in advancing compensation claims. Four other provinces—British Columbia, Manitoba, Nova Scotia and Ontario—have similar services. Required technical, clerical and other assistance will be provided by the Department. The Advocate will have complete access to the Board's files regarding claims under consideration.

## INDUSTRIAL DISEASES

The **Ontario** Board is now empowered to enter into an agreement with the appropriate authority in any other province or territory of Canada to provide for the sharing of costs of silicosis claims in proportion to exposure or estimated exposure to silica dust, for workmen who have exposure employment in Ontario and who may not qualify for benefits in any other province or territory of Canada because of residence or exposure requirements.

## COVERAGE

**A New Brunswick Order in Council issued December 20, 1973 directs that workmen's compensation coverage be extended to all employees of provincial school boards** and that coverage for all employees of provincial school boards and hospital boards be paid for on a "pay-as-you-go" basis.

Alberta's new Worker's Compensation Act applies to all businesses and industry in Alberta except for those declared exempt. Since it would be physically impossible to bring all Alberta industries under the Act simultaneously on January 1, 1974, **new industries coming within the scope of the Act will be phased in at regular intervals during the next two or three years.**

**Ontario has provided for employees of the Farm Safety Association to be deemed to be employees** of the Workmen's Compensation Board for purposes of the Board's Superannuation Fund.

**Québec has excluded participating athletes from the coverage granted to the operation** of various athletic clubs such as hockey or football clubs.

## REPORTING AND REVIEWS

A review of the Act and its administration is customary in some provinces, usually periodically at four- or five-year intervals, by committee of review, such as in Alberta, Newfoundland and Saskatchewan or by Royal Commission (e.g., British Columbia, Ontario). **The New Brunswick amendment provides for the establishment of an advisory committee,** its functions, membership, terms of office, support staff (clerical, technical) and payment of allowance:

(1) the Minister of Labour may appoint an advisory committee consisting of a chairman and two or more members;

(2) the chairman must not represent either labour or management;

(3) the members to represent labour and management in equal proportions;

(4) the chairman and members to be appointed for two years and be eligible for reappointment;

(5) the Minister of Labour and the Workmen's Compensation Board to supply technical and clerical services;

(6) the chairman and members to hold office during pleasure and be paid, out of the Accident Fund, their daily attendance allowance and travel expenses as required;

(7) the committee to meet at least three times a year and advise the Minister of Labour and the Chairman of the Board jointly on developments in the field of workmen's compensation in other jurisdictions and recommend changes in the Act, regulations or Board practices in order to promote the better functioning and service of the Board.

**In Newfoundland, a Commissioner (Hugh O'Neil) was appointed in August under The Public Enquiries Act to look into the relationship of the Workmen's Compensation Board with its employees, and to make recommendations for steps to improve that relationship and to ensure the effectiveness of operations of the Board to carry out the purposes for which it was created. The report will be made with as little delay as possible.**

**An Advisory Committee in Alberta is to ensure that the new Workers' Compensation Act keeps abreast of the economy, particularly in respect to cost of living increases in compensation payments, and will help keep the Act current in its approach to compensation problems. Its recommendations will be brought to the attention of the Cabinet by the Minister of Labour. Any necessary improvements to other sections of the Act may also be brought to the attention of the Cabinet through this committee.**

Under the new Act, the Cabinet is empowered to make any such adjustments annually. This does not mean the abandonment of the customary four-year general review by a special Legislative Committee.

### THIRD-PARTY ACTIONS

**The New Brunswick amendment (proclaimed June 1, 1973) spelled out some significant provisions concerning third-party actions.**

As before, when action lies against some person other than the injured workman's employer, the workman or his dependants may either claim compensation or bring the action.

A new provision deems that any settlement collected before the action is brought from the person against whom the action may be brought constitutes an election on behalf of the workman or his dependants to bring the action.

Further, new requirements relating to the mechanics of electing to pursue an action or claim compensation are incorporated into the Act.

The election must be made and notice of it given to the Board within three months of the accident unless the time limit is extended by the Board.

The Board may pay compensation if satisfied that, owing to physical or mental disability, a workman is unable to make an election and undue hardship may result. If the workman subsequently decides not to claim compensation, the Board may recover the amount paid as a first charge against any sum awarded in an action.

An election may be filed on behalf of an infant child of a deceased workman by his parent, guardian or a person who has had him placed under his care.

The dependent spouse of a mentally incapacitated or unconscious workman may make an election on his behalf. If no such election is made within three months after the day of the injury, the Board will make the election.

As before, the workman or his dependants have entitlement to full compensation regardless of the amount collected by action or settlement. It is now made mandatory that this applies only to a settlement that has been approved by the Board in writing before it is made.

The subrogation rights of the Board are now spelled out more clearly, and the workman has the legal right to any surplus collected, deductible from any future



compensation or benefits to which the workman or his dependants may become entitled from the claim.

The Board has the exclusive right to determine whether it shall maintain an action, abandon it or compromise the right of action, and the decision of the Board is final.

The Board or the workman can claim for medical aid that has been provided and the workman's full salary in the action, thus ensuring that such amounts disbursed by the employer could be refunded without his being joined in the action.

The Motor Vehicle Act prohibits recovery from the unsatisfied judgement fund. This is now made inapplicable to the Board by a

new provision that permits recovery by the Workmen's Compensation Fund.

As before, right of action by an employer or workman against any employer or workman concerned is denied. It is now clarified that both workmen involved must have been in the course of their employment at the time of the accident. A further addition makes it clear that, as in British Columbia and Ontario (recently confirmed by a Supreme Court decision), the Workmen's Compensation Board has jurisdiction to determine

whether the action is one which the right to bring is taken away by this provision, and its adjudication and determination is final.

**In Alberta under the new Workers' Compensation Act the worker's right of action against the employer is removed** and the Board is subrogated to the cause of action of the worker, his legal personal representative or his dependants against a third party. There have not been any changes in this respect from the previous Act.

The foregoing article, prepared by Milton F. House of the Department's Legislative Research Branch, is the second of a series of six reports describing developments in Canadian labour legislation during the year; included is legislation enacted before December 15, 1973. The remaining four reports will deal with: apprenticeship and tradesmen's qualifications; labour standards; human rights; and labour relations.

# BOOK REVIEWS

## STRESS ON THE JOB

**Workers Under Stress: The Impact of Work Pressure on Group Cohesion;** by Stuart M. Klein, University Press of Kentucky; 111 pages, by Shirley Plowman.

The industrial setting for this study offered a unique opportunity for observers to examine **the effects of work pressure on industrial employees.** The research was done in one company's six plants across the United States, whose total population comprised more than 17,000 employees. **Most of these persons were blue-collar workers** ranging from semi-skilled to very highly skilled. All of the blue-collar workers in the four smaller plants were engaged in the study; in the two largest plants, one third of the blue-collar workers were selected by random sample. Altogether 3,604 blue-collar employees were included in the research population.

**Data were collected over a two-year period** starting in 1961. In each case of the two-part study, a paper-and-pencil, fixed-alternative questionnaire based on 48 tape-recorded interviews and three pre-test questionnaires was used. The respondents were completely anonymous; no census data were gathered, and identification was by department only.

The arrangements made at each plant to examine and analyse the impact of stress on group cohesion provided a virtual researcher's paradise. The parent corporation had always been considered a historic leader in employee relations: although the company was not unionized, management prided itself on having established pioneer benefits and high wages; company foremen were trained to respect the sanctity and uniqueness of the individual; wages were above the industrial norm; and the employees were almost unequalled in their loyalty to the company.

The history of employee relations in the company could have been characterized by the slogan, "A fair day's work for a fair day's pay." But when a consulting firm of industrial engineers was brought in, management was presented with proof that **the firm's production was not keeping pace with that of other companies.**

In the past, employee performance had been measured against the average historical output for each kind of job. The consultants estimated that, if the company's plants were measured against standard data based on time and motion studies, they would be shown to be producing at approximately 60 per cent of the average rate. Convinced that they were somehow missing the productivity boat, the company adopted the use of these standard data, and set to work to apply them to the individual worker.

A number of employees were not yet on the new standard at the time of this study. The majority had been on it for varying lengths of time, and the severity of the change also varied, so that those under examination could be separated into groups representing various lengths of time under pressure and various degrees of pressure.

The researchers knew that **people subjected to increased work demands are threatened in a least two ways.** First, they lose some control over their environment. Those under pressure have to work as fast as they can, so they cannot control their pace. Second, the employees are faced with the loss of rewards—salary increases,

transfers to better jobs—and are subject to punishments—for example, threats, chastisements, transfers to lesser jobs, and dismissals—if they cannot meet the new work demands. The employee, therefore, has to protect himself from financial loss, status loss, and criticism from his supervisor.

When the smoke cleared, the researchers found that about **34 per cent of the control group could not meet the work expectations in the high-pressure groups**; 16 per cent could not meet it in the middle-pressure groups, and 2 per cent could not meet it in the low-pressure groups.

The researchers thought that employees threatened by work pressures would seek to alleviate the threat by becoming more cohesive, thus gaining mutual support and mutual co-operation. They also thought that social needs would be aroused that could be met through cohesive behavior. And they believed that work pressures would take a significant portion of environmental control away from the worker and motivate him to regain control through group action.

Their theory was based on a number of studies conducted during World War 2 to demonstrate the cohesiveness of groups under common stress. Despite previous distrust between white and black seamen, for example, it was observed that the two groups became more cohesive when they were forced to live together aboard ship for extended periods of time—and especially so under the threat of external conflict. There was an increasing camaraderie when their safety depended upon others in the crew.

The researchers discovered, however, that **the threat of work pressure and loss of environmental control did not result in cohesive behavior**. A reward structure set up by the company led the workers to behave in an individual-oriented manner rather than in a group-oriented manner. And because the rewards were set up so that the employees had to work faster and harder, there was less opportunity for them to help one another, stick up for one another, and engage in friendly activity. People who had to work as fast as possible under strong pressure and unresponsive management thought of themselves “trying to work faster than each other,” and this set the stage for potential in-group conflict.

Conversely, the researchers found that **low-pressure conditions with the reward system were conducive to cohesive behavior**, because there was more time to engage in cohesive behavior. Competitive behavior was threatening to group members only under high-pressure conditions in which the quantity of work was important, and where people had trouble turning out the desired amount of work.

The only data to support the researchers’ original theory (that shared adversity drew people closer) came to light when the managers rewarded group behavior under high pressure. Then there was a marked increase in cohesive behavior, even though there was no decrease in competitive behavior. There were two reasons for this, the researchers

found: “Managers who reward for co-operative behavior tend to create an environment in which competitive behavior can occur without being threatening; and managers who apply pressure on a group basis bring group goals more in line with individual goals, thereby making an approach to individual goals, through competitive behavior, serve common interests.”

(Shirley Plowman is Project Officer for the Public Relations and Information Services Branch of the Department.)

## DEPRESSION RETROSPECT

**Ten Lost Years 1929-1939: Memories of Canadians who Survived the Depression.** By Barry Broadfoot, Doubleday Canada Ltd., Toronto, 389 pp: by Fraser Isbester.

Barry Broadfoot has found 10 years we had all lost, and in this superlative compilation of oral history he **adds substantially to the meagre but growing collection of Depression literature**. His book fleshes out the skeletal passages in our economic and social history books, widens the horizons of W. Gray’s, **The Winter Years—Depression on the Prairies**, and populates Michiel Hornes’s **Dirty Thirties**. Indeed, his Depression people, speaking directly to the reader, seem larger than life because their experiences stretch the imagination of one (such as the reviewer) who remembers little of the 1930s.



**Ten Lost Years** is not a book to be read in a hurry; in fact, it's probably impossible to read it quickly. The images of suffering, pain and frustration are described in such simple, straightforward language that they overcome the reader, piling horror upon nightmare. Not that the book was intended to frighten or to warn; it is simply **an attempt to bridge the gap in modern history books**, and, perhaps too, in our folk memory between the years 1929 and 1939.

Partly because of its style, but mainly for its content, **Ten Lost Years** is an unqualified success. What more succinct description of living out those years than: "If starvation is what they do in India, then I never starved. If being hungry is not having a scrap of food for more than two days, then I was hungry lots of times."

The impact of the Depression was profound, and is summed up in this excerpt, which also appears on the cover flap: "Just put in your book that you met Harry Jacobsen and he's 78 years old. Might say I never took a backward step in my life until that Depression whipped me, took away my wife, my home, a section of good land back in Saskatchewan. Left me with nothing. Write that down."

One of Broadfoot's contributors voices the author's thesis for him, but in the language of experience. He begins: "One thing that has always astonished me is the way the Depression has been handled by school textbooks . . . **It is almost a conspiracy to hide those 10 years**, . . . But there is a—for want of a better word, I'll have to call it

a conspiracy, and therefore it must be deliberate, to see no evil, hear no evil, speak no evil." Occasionally, the brief anecdotes are like beams of sunlight piercing the general gloom of the book: the story of the Pictou family that started a restaurant; "The Toronto Boarding House"; "Bern the Bohunk"; "Golf Balls for Dinner"; "Whose Kids are Those?" and many others.

Broadfoot's contributors have mastered the art of the aphorism: "Never have a friendly dog in a Depression". "People never lost their faith but. . . some people can carry the faith better than others." "Man for man, I'll stack the Canadian worker up against any worker in the world." "We (farm labourers) were treated like animals, and I guess that's pretty well what we became." "Airplanes are dangerous, pilots are unreliable."

From one passage, we might infer **the principal lesson learned by the veterans of the depression**: "Be safe. Be careful. Always listen to mother." And those who criticize the cautious Canadian for failing to risk capital in his own country, leaving the development task to foreign capital, should read about those 10 years we all lost.

For this reviewer, the contributors' matter-of-fact **descriptions of the plagues that beset the Prairies—drought, dust, grasshoppers, bone-**

chilling winters—are the most memorable passages, probably because they are so hard to visualize, to relate to one's own experience. For instance: "Millions, billions, trillions. Yes, I remember grasshoppers. They would stop the trains. No traction. What a country. Dust would stop the trains and cars. The engineer couldn't see his bell and the car driver couldn't see the ornament on his water tank at the front of the hood."

The stories from Northern Ontario and the British Columbia bush—where one of the worst forest fires in memory was deliberately set to provide the unemployed with work as firefighters—are quite as horrifying. The stories of the industrial unemployed (30 per cent of the male labour force in Montreal) are comprehensible, even though far removed from our recent experience; and the stories of the Maritimes seem, somehow, to be conceivable, however outrageous. But **Ten Lost Years** has another quality that must be mentioned—**every word, every story, every experience rings with truth**. Perhaps that is because, throughout the book, most of the contributors convey a reticence, almost an embarrassment, at having been associated with a decade of the most excruciating hardship in an existence bountiful beyond their imagining in the 'Thirties'.

Barry Broadfoot has in his tapes the substance of several radio broadcasts, and in his book the basis of a documentary film that we badly need. I hope that both are produced and soon.

(Dr. Isbester is Associate Professor with the Faculty of Industrial Relations at McMaster University. He is co-author of the "Man and His Work" series, a Department of Labour publication for high school students (LG, Jan. 1973, p. 5).)

# PRICE INDEXES

## CONSUMER, DECEMBER

**The consumer price index (1961=100) advanced 0.6 per cent to 156.4 in December** from 155.5 in November, and was 9.1 per cent above its level of a year ago. Higher prices for food consumed away from home were responsible for an increase of 0.2 per cent in the food index. The level of prices for all-items other than food rose 0.6 per cent, the main contributors to this increase being the housing and clothing components, 0.8 per cent, and transportation, 0.9 per cent. The health and personal care index advanced 0.2 per cent, and the recreation, education and reading, and the tobacco and alcohol components, were unchanged.

**The food index advance of 0.2 per cent to 172.1 from 171.8** was mainly because of an increase of 1.2 per cent in the price of food outside the home; prices for food for home consumption were unchanged, on average, over the month. Among home-consumed foods, higher price levels for beef, processed vegetables and fruit, cereal and bakery products, and fats and oils, were offset by lower levels for fresh produce, pork and poultry. The index for meat, poultry and fish declined 0.6 per cent as poultry prices fell 4.2 per cent and pork, 1.5 per cent—outweighing an advance of 0.7 per cent in the beef index. In the latest twelve months, the index for meat, poultry and fish advanced more than 29 per cent, poultry 39 per cent, beef more than 28 per cent, and pork 27 per cent. Egg prices, which had registered small decreases in October and November, rose 1.2 per cent to retail at more than 40 per cent above their December 1972 level. The index for processed vegetables and fruit, in the latest month, advanced 2.9 per cent, but fresh vegetable prices declined 2.1 per cent and fruit prices 0.7 per cent.

Since December 1972, fresh fruit prices rose, on average, nearly 28 per cent and fresh vegetable prices declined more than 4 per cent. Bread prices declined slightly, but the cereal and bakery products index rose 0.6 per cent because of continued price increases for macaroni, breakfast cereal, cookies and cake. With an advance of almost 3.0 per cent in margarine prices, the **index for fats and oils** rose 2.0 per cent—**more than 18 per cent above its level of a year ago**. The index for dairy products, which declined in the previous two months, increased 0.2 per cent—only the price of powdered skim milk decreasing. Other foods recording increases were soft drinks, tea and coffee, sugar, soup and honey. Between December 1972 and December 1973, the food index advanced 17.0 per cent, with the price of food consumed at home increasing 16.6 per cent and for food consumed away from home by 18.5 per cent.

The **housing index** rose 0.8 per cent to 157.4 from 156.1 as a result of increases of 0.5 per cent in the shelter component and 1.3 per cent in household operation. It was 7.2 per cent above its level of a year ago. Within shelter, the home-ownership element increased 0.7 per cent and rents rose 0.2 per cent. Among household operation items, fuel oil prices advanced, on average, 7.0 per cent because of increases in Eastern Ontario, Québec and the Atlantic provinces; rates for domestic gas increased in some centres. Appliance prices advanced 1.6 per cent as general increases were recorded in most items surveyed, and furniture quotations rose, on average, 0.6 per cent. Among other home furnishings, linens, draperies, floor coverings and dishes were higher in price. The household supplies index advanced, on average, 0.9 per cent.

The **clothing index** rose 0.8 per cent to 144.9 from 143.8 as all major index components registered increases. It was 7.3 per cent above its level of a year ago. Charges for clothing services advanced 3.4 per cent because of generally higher prices for laundry, dry cleaning and shoe repairs. There were increases of 0.4 per cent and 0.5 per cent in the women's wear and men's wear components. The index for children's clothing rose 0.9 per cent, slightly below its level of a year earlier. Footwear prices increased, on average, 0.6 per cent as all items surveyed recorded increases.

The **piece goods index** advanced 0.2 per cent. The transportation index rose 0.9 per cent to 141.3 from 140.1 as increases were recorded in both the private and the public transportation components. It was 5.9 per cent above its December 1972 level. Within private transportation, an advance of 1.4 per cent in the automobile operation and maintenance index was mainly because of a 2.7 per cent increase in gasoline prices that occurred in cities in Eastern Ontario, Québec and the Atlantic provinces, and of widespread price advances for motor oil. Since December 1972, gasoline prices have risen more than 19 per cent. The increase in the public transportation component in the latest month was mainly because of advances in the train and plane fare indexes.

The **health and personal care index** rose 0.2 per cent to 161.1 from 160.8 as increases of 0.2 per cent were recorded in both components. Price increases for both prescribed and non-prescribed medicines were responsible for the rise in the health care index. Among items of personal care, toiletries advanced, and higher charges for men's haircuts were reported in some centres. Since December 1972, the health and personal care index rose 6.1 per cent.

The **recreation, education and reading index** was unchanged from its November level of 148.3, and was 4.9 per cent higher than a year ago. Higher prices in several cities for stereos, television sets and phonograph records were offset by seasonal reductions in motel rates in several cities.

The **tobacco and alcohol index** was unchanged from its November level of 136.9 and was 1.6 per cent above its level of a year ago.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. Between November and December, the total goods index advanced 0.6 per cent with the main impetus coming from non-durable goods that rose 0.6 per cent in response to higher prices for fuel oil and gasoline, and food eaten away from home. The index for semi-durable goods rose 0.5 per cent because of higher quotations for clothing and household furnishings. The component for durable goods advanced 0.4 per cent because of increased appliance, furniture, stereo and television prices. The services index rose 0.5 per cent as increases were recorded in the shelter, health and transportation elements. In the twelve months to December 1973, the total goods index advanced 11.6 per cent and that for services 6.2 per cent.

#### CITY CONSUMER, NOVEMBER

**Consumer price indexes rose in all regional cities, and city combinations between October and November,** increases ranging from 0.5 per cent in Thunder Bay and Winnipeg to 1.2 per cent in Montreal and Ottawa. Food indexes advanced in all cities except Halifax, reflecting, in many centres, higher prices for bakery and cereal products, beef cuts, poultry, fresh vegetables, processed fruits and vegetables, and restaurant food.



Pork products, eggs and fresh fruit were lower in price in most of the cities surveyed. Housing components rose in all cities mainly because of increased home-ownership and tenancy costs and higher prices for furniture, utensils and equipment. Clothing indexes advanced in all cities with higher quotations for most items of wearing apparel, footwear and women's accessories. Transportation costs rose in ten cities because of higher prices for gasoline and motor oil, and in eastern Canada, fuel oil prices increased. Health and personal care indexes advanced in all cities mainly because of increased charges for men's haircuts and women's hairdressing in many centres and higher prices for toiletries. Recreation and reading components rose in all cities reflecting increased movie admission charges in many centres and higher prices for sports equipment. Tobacco and alcohol indexes advanced in 11 cities mainly because of higher prices for alcohol on licensed premises.

#### CITY CONSUMER, DECEMBER

Between November and December **consumer price indexes rose in all regional cities and city-combinations**, with increases ranging from 0.3 per cent in Toronto and Saskatoon-Regina to 1.4 per cent in St. John's, Nfld. **Food indexes rose in seven cities and city-combinations and decreased in five.** Higher prices were recorded in most cities for bakery and cereal products, fats and oils, beef cuts, eggs, processed fruits and vegetables, beverages, and food eaten away from home; prices for pork cuts, poultry and fresh products were generally lower.

**Housing components advanced in all cities** reflecting increased home-ownership and tenancy costs and higher prices for furniture, appliances, linens, draperies and household supplies. In Eastern Ontario, Quebec and the Atlantic Provinces, the price of fuel oil increased. Clothing indexes increased in ten cities and city-combinations and declined in two—higher prices were recorded for footwear and men's and children's apparel. Charges for laundry, dry cleaning and shoe repairs, increased in all cities. The transportation component too, rose in all cities, reflecting advances in the train and plane fare indexes. In Eastern Canada, gasoline and motor oil were higher in price and increased parking fees were recorded in many cities. The remaining components registered mixed movements.

# GENERAL TOPICS

## EMPLOYMENT, DECEMBER

**There were 9,298,000 persons in the labour force in the week ending December 15. Of these 8,786,000 were employed and 512,000 were unemployed.**

Seasonally adjusted, the level of unemployment declined slightly—1,000 to 528,000 in December. The unemployment level for married men aged 25-54 was unchanged at 110,000 and for persons aged 14-24 it increased by 14,000 to 275,000. By duration, both the short-term seasonally adjusted unemployment level (unemployed less than four months) and the long-term unemployment level showed small decreases.

The seasonally adjusted level of employment advanced for the third successive month, the increase of 20,000 bringing the employment level to 8,877,000. Employment for married men aged 25-54 rose to 3,243,000 after remaining steady in November; for married women aged 25-54, there was little change in the employment level, and for persons aged 14-24, it advanced to 2,330,000 in December from 2,312,000 in November. In the Atlantic Region, Prairie Region and British Columbia the seasonally adjusted employment level increased, and in Quebec and Ontario it decreased slightly. The largest increase, 13,000, was in the Prairie Region. The decline in Ontario, 3,000, follows substantial increases in the past two months.

The seasonally adjusted unemployment rate was unchanged at 5.6 in December. It increased in Ontario 0.3, and in British Columbia 0.2, but decreased in the Atlantic Region 0.4 and in the Prairie Region 0.8. It remained about the same in Quebec, 0.1. The decrease in the seasonally adjusted unemployment rate in the Prairie Region, 0.8, was attributable to decreases of 0.5 for Manitoba, 1.1 for Saskatchewan and 1.1 for Alberta. By age groups, the rate increased 0.5 to 10.6 for persons aged 14-24, and for persons aged 25 and over, it showed little change.

The seasonally adjusted participation rate remained at 57.6 in December. This is the second consecutive month that the participation rate was unchanged. It increased in the Atlantic Region and British Columbia, decreased in Quebec, and was unchanged in Ontario and the Prairie Region. The rate for persons aged 14-24 increased 0.5 to 55.2 in December following a large increase last month of 0.6.

## U.S. EMPLOYMENT

The actual number of unemployed persons in December, adjusted for normal seasonal changes such as an increase in temporary Christmas employment, was 4,400,000, almost 400,000 above the October low. Forty per

cent of those unemployed in December had lost their jobs—the remainder were new entrants or re-entrants into the labour force. The figure of 40 per cent for those who had lost their jobs was slightly higher than in the preceding six months. The rise in unemployment in December was concentrated in the female portion of the labour force, particularly younger women. The unemployment rate in December was 4.9 per cent of the labour force, higher than the rate of 4.7 per cent in November.

In December total employment was 85,600,000—2.7 million above its 1972 level. There was an increase of 160,000 to 2.6 million persons who were working part-time although they wanted full-time employment.

## CORRECTION:

In the story titled **Shaping the Expansion: Economic Council of Canada 10th Annual Review**, on page 138 of the February number, the name of ECC Chairman Dr. André Raynauld was misspelled. Our apologies to Dr. Raynauld for this oversight.

The brief on the appointment of Bora Laskin, p. 168, was prepared for the Gazette by William B. Sims of the Department's Legislative Research Branch. Sims was a law student at Carleton University when the new Chief Justice lectured on law.

## MARCH CREDITS

**Photos.** AFL-CIO News, Washington: Inside cover, p. 186, 188. Murray Mosher, Photo Features, Ottawa: Inside cover. Colin Price, Photo Features, Ottawa: p. 166. Toronto Star: p. 168. Canadian National: p. 169. NFB: p. 176, 193, 196. Ted Weinstein, Ottawa: p. 191, 192. Studio Laporte, Edmundston, N.B.: p. 195. Photo Moderne, ENR., Québec: p. 206.

# CONCILIATION

During December the Minister of Labour appointed conciliation officers to deal with the following disputes:

Channel Seven Television Limited (CKY-TV), Winnipeg, Man., and National Association of Broadcast Employees and Technicians (Conciliation Officer: A. E. Koppel).

Canadian Broadcasting Corporation and Service Employees' International Union, Locals 204 and 183 (representing a unit of janitors and janitresses in Toronto and Ottawa) (Conciliation Officer: K. Hulse).

Transair Limited, Winnipeg, Man., and Canadian Air Line Flight Attendants Association (Conciliation Officer: A. E. Koppel).

Alberta Wheat Pool; Pacific Elevators Limited; United Grain Growers Limited; Burrard Terminals Limited and Saskatchewan Wheat Pool and Grain Workers' Union, Local 333, International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (Conciliation Officers: D. S. Tysoe and D. H. Cameron).

Cement Cartage Company Limited, Havelock, N.B., and Canadian Brotherhood of Railway, Transport and General Workers, Local 500A (Conciliation Officer: C. A. Ogden).

Somavrac Inc., Trois Rivières, Qué. and Transport Drivers, Warehousemen and Helpers' Union, Local 106 (Conciliation Officer: S. T. Payne).

**Settlements by conciliation officers.** Speedy Storage and Cartage Limited, Lethbridge, Alta., and General Teamsters, Local 362 (Conciliation Officer: D. H. Cameron) (LG, Feb., p. 149).

Eastern Transport Limited, Truro, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 505 (Conciliation Officer: R. L. Kervin) (LG, Jan., p. 71).

McFalls Cartage Limited, London, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 141 (Conciliation Officer: H. A. Fisher) (LG, Jan., p. 71).



Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River and Deep River, Ont., and Office and Professional Employees International Union, Local 404 (representing a unit of administrative, clerical and medical employees) (Conciliation Officer: K. Hulse) (LG, Dec. 1973, p. 829).

Atomic Energy of Canada Ltd. (Whiteshell Nuclear Research Establishment), Pinawa, Man., and United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, Local 254 (Conciliation Officer: A. E. Koppel) (LG, December p. 829).

**Disputes in which there was no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Maple Leaf Mills Limited, Komoka, Ont., and International Chemical Workers' Union, Local 552 (representing a unit of employees at the Komoka Plant) (Conciliation Officer: H. A. Fisher) (LG, Feb., p. 149).

CKCH Radio Limited (CKCH-AM—CKCH-FM), Hull, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Officer: M. Archambault) (LG, Dec. 1973, p. 829).

Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and International Union of Operating Engineers, Local 920 (Conciliation Officer: T. B. McRae) (reassigned to K. Hulse) (LG, July 1973, p. 492).

**Disputes settled following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and International Union of Operating Engineers, Local 920 (Conciliation Officer: T. B. McRae) (reassigned to K. Hulse) (see above).

D.C.B. Industries Limited, Montréal, Qué., and Transport Drivers, Warehousemen and Helpers' Union, Local 106 (Conciliation Officer: S. T. Payne) (LG, Oct., p. 696).

**Conciliation commissioner appointments.** National Harbours Board, Saint John, N.B., and Public Service Alliance of Canada (representing the National Harbours Board Police Association Group) (Conciliation Commissioner: R. J. Love) (LG, Jan., p. 71).

Laurentian Pilotage Authority, Montréal, Qué. and Public Service Alliance of Canada (Conciliation Commissioner: Stanley H. Hartt) (LG, Jan., p. 71).

British Yukon Navigation Company Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Louis Lindholm) (LG, Dec. 1973, p. 829).

Island Airlines Limited, Campbell River, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, Feb., p. 150).

**Conciliation commissioner settlements.** Island Airlines Limited Campbell River, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Commissioner: Prof. Joseph C. Smith) (see above).

Atomic Energy of Canada Limited (Power Projects), Sheridan Park, Ont., and The Sheridan Park Atomic Energy Draftsmen, Local 1645 (CLC) (Conciliation Commissioner: Prof. Donald Fraser) (LG, Feb., p. 150).

**Conciliation board established.** Air Canada and Canadian Air Line Employees' Association (representing a unit of passenger and communications agents) (LG, Jan., p. 72).

**Conciliation board fully constituted.** The Conciliation Board established to deal with a dispute between Great Lakes Pilotage Authority Ltd., Cornwall, Ont., and the Corporation of Professional Great Lakes Pilots (representing a unit of Canadian licensed ships' pilots) (LG, Jan., p. 72) was fully constituted with the appointment of George S. P. Ferguson, Q.C., of Toronto as chairman. Mr. Ferguson was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee Bernard M. Deschenes, Q.C., Montréal, and union nominee Matthew A. Heeley, St. Catharines.

**Conciliation board report received.** Alberta Wheat Pool, Vancouver, B.C., and Grain Workers Union, Local 333, International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (representing a unit of office employees) (LG, Jan., p. 72). (Full text appears in Supplement No. 3, 1973).

**Settlement reached by conciliation board.** Alberta Wheat Pool, Vancouver, B.C., and Grain Workers Union, Local 333, International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (representing a unit of office employees) (see above).

**Appointment of mediators under Sec. 195, Canada Labour Code (Part V—Industrial Relations).** Capital Coach Lines Limited, Ottawa, Ont., and Canadian Brotherhood

of Railway, Transport and General Workers (representing a unit of employees classified as drivers) (Mediator: M. K. Carson) (LG, Feb., p. 150).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B., and International Longshoremen's Association, Local 273 (Mediator: R. L. Kervin) (LG, Feb., p. 150).

**Settlements reached by mediators under Sec. 195, Canada Labour Code (Part V—Industrial Relations).** Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Halifax, N.S., and International Longshoremen's Association, Local 269 (Mediator: A. R. Gibbons) (LG, Feb., p. 150).

Canadian Broadcasting Corporation and the Canadian Wire Service Guild, Local 213, The American Newspaper Guild (Mediator: C. E. Poirier assisted by G. R. Doucet) (LG, Feb., p. 150).

Radio Laurentides Inc. (CKJL), Saint-Jérôme, Qué., and le Syndicat général des Communications, Section CKJL (Mediator: J. J. de Gaspé Loranger) (LG, Sept. 1973, p. 622).

Capital Coach Lines Limited, Ottawa, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of employees classified as drivers) (Mediator: M. K. Carson) (see above).

# DECISIONS OF THE UMPIRE

## CUB 3256

"... Where Parliament has expressed its intention in clear and unambiguous language, neither a Board of Referees nor an Umpire is entitled to disregard or to, in effect, attempt to amend such legislative provisions," the Umpire said in allowing an appeal by the Unemployment Insurance Commission of a decision of a board of referees.

On March 6, 1972, a claimant filed an initial claim for benefit, stating that he had been employed from October 1, 1963 to February 29, 1972. His reason for separation was retirement, as he was 72 years of age at the time.

"The sole question for decision [in this case]," the Umpire explained, "is whether the claimant has complied with the provisions of Section 31(2) of the Act, thus entitling him to a special severance benefit of \$300.

"Section 31(2) reads as follows: 'When a major attachment claimant who is seventy years of age or over or to whom a retirement pension has at any time become payable under the Canada Pension Plan or Quebec Pension Plan makes an initial claim for benefit and an initial benefit period

would otherwise be established for him, an amount equal to three times the weekly rate of benefit at the rate applicable to him under section 24 shall forthwith be paid to him and section 23 does not apply in respect of the claimant.'

"It is clear that only a major attachment claimant is entitled to the special severance pay provided in said Section 31(2). A major attachment claimant is defined in Section 16(1)(d) of the Act as follows: 'major attachment claimant' means a claimant who has been employed in insurable employment for twenty or more weeks in his qualifying period;

"Since the record shows that this claimant had only 16 weeks of insurable employment in the prescribed period, he is therefore not a major attachment claimant as defined in Section 16(1)(d) and he is therefore not qualified to receive the special severance pay provided under Section 31(2).

"The Board of Referees allowed claimant's appeal on what must be described as a compassionate basis. The Board concluded that claimant's failure to acquire 20 weeks of insurable employment in

his qualifying period was due to the coming into force of Section 3(2)(a) of the new Act. The Board apparently decided that a literal application of the new provisions would create an injustice in the instant case and allowed the appeal on this basis.

"I have some sympathy for this particular claimant as well but where Parliament has expressed its intention in clear and unambiguous language, neither a Board of Referees nor an Umpire is entitled to disregard or to, in effect, attempt to amend such legislative provisions.

"As stated above, this claimant has not brought himself within the provisions of Section 31(2) of the Act.

"The only other legislative provision of relevance to this case is Regulation 167, which reads as follows: 'Benefits are not payable pursuant to a decision of a board of referees if, within twenty-one days of the day on which the decision is given, the Commission appeals to an umpire on the ground that the board did not take into account a provision of the Act or these Regulations.'

"In my view, Regulation 167 applies here because the Board of Referees did not take into account those provisions of the Act to which I have referred supra and because the Commission did appeal to an Umpire within the 21 days specified in Regulation 167.

"Thus, the application of Regulation 167 prevents payment to the claimant by virtue of the provisions of Section 103(2)(b) of the Act.

"The Commission's appeal is therefore allowed."



# PUBLICATIONS IN THE LIBRARY

LIST NO. 299

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

## ACCIDENT PREVENTION

1. **Shipp, P. J.** A study of the statistics relating to safety and health at work, by P. J. Shipp and A. S. Sutton. London, HMSO, 1972. 47 p.

## ARBITRATION, INDUSTRIAL

2. **Elkouri, Frank.** How arbitration works, by Frank Elkouri and Edna Sper Elkouri. 3rd ed. Washington, D.C., NA [1973] 819 p.

## BLUE-COLLAR WORKERS

3. **Lasson, Kenneth.** The workers; portraits of nine American jobholders. Prepared for Ralph Nader's Center for Study of Responsive Law. Afterword by Ralph Nader. New York, Grossman Publishers, 1971. 269 p.

## CANADIAN NATIONAL RAILWAYS

4. **Stevens, George Roy.** History of the Canadian National Railways. New York, Macmillan [1973] 538 p.

## CIVIL RIGHTS

5. **Bolton, Philip Michael.** Civil rights in Canada, by P. Michael Bolton. 2d. ed. Vancouver, Self-Counsel Press [1972] 85 p.

## COLLECTIVE AGREEMENTS

6. **Québec (Province). Ministère du travail et de la main-d'œuvre. Service de la recherche.** Analyse des conventions collectives; secteur de la machinerie. [Québec] Ministère du travail et de la main-d'œuvre, 1973. 45 p.

7. **Québec (Province). Ministère du travail et de la main-d'œuvre. Service de la recherche.** Analyse des conventions collectives; secteur du matériel de transport. [Québec] Ministère du travail et de la main-d'œuvre, 1973. 55 p.

## COLLECTIVE BARGAINING

8. **Albright, Wilfred Paul.** Collective bargaining; a Canadian simulation. Toronto [Wiley Publishers of Canada, 1973] 92 p.

9. **American Association of School Administrators.** Critical incidents in negotiation. [Washington, 1971] 96 p.

**10. The Bureaucrat.** Labor-management relations in the federal Government. [Washington, The Bureaucrat Inc., 1973] 107 p.

**11. Kruger, Arthur Martin.** Trade unions and collective bargaining in Canada [by Arthur M. Kruger, Richard O. MacDowell and Laurel A. MacDowell. Rev. ed. Don Mills, Ont., Ontario Federation of Labour, 1973?] 41 p.

**12. McCarthy, William Edward John.** Coming to terms with trade unions: six case studies in collective bargaining strategy [by] W. E. J. McCarthy [and] A. S. Collier. London, Institute of Personnel Management [1973] 163 p.

**13. Seminar on Collective Bargaining, Niagara University and Buffalo, 1971.** Negotiation-arbitration '72. Edited by Luke Power [and others] Foreword by J. Curtis Counts. Niagara Falls, N.Y., Niagara University Press [1972] 239 p.

## COMPUTERS

**14. Science Council of Canada.** Strategies of development for the Canadian computer industry. [Ottawa, Information Canada 1973] 80 p. Title in French: *Stratégies pour le développement de l'industrie canadienne de l'informatique.*

## CORPORATIONS, INTERNATIONAL

**15. U.S. Congress. Senate. Committee on Finance. Subcommittee on International Trade.** Multi-national corporations. Hearings, Ninety-third Congress, first session. Washington, GPO, 1973. 481 p.

## ECONOMICS

**16. Fiftieth Anniversary Colloquium. 7th, South Brookline, Mass., 1971.** Quantitative economic research: trends and problems, by Simon Kuznets. New York, National Bureau of Economic Research; distributed by Columbia University Press, 1972. 93 p.

**17. Neill, Robin.** A new theory of value; the Canadian economics of H. A. Innis. [Toronto] University of Toronto Press [1972] 159 p.

**18. Reynolds, Lloyd George.** Microeconomics; analysis and policy. Homewood, Ill., R. D. Irwin, 1973. 390 p.

**19. Seldon, James Ralph.** Microeconomics and the Canadian economy [by] James Seldon [and] Paul Phillips. Toronto, D.C. Heath Canada Ltd., [c1973] 182 p.

**20. Shackle, George Lennox Sharman.** Epistemics & economics: a critique of economic doctrines [by] G. L. S. Shackle. Cambridge [Eng.] University Press, 1972. 482 p.

## EMPLOYEES—TRAINING

**21. Ontario. Department of Labour. Research Branch.** Industry-sponsored training programs in Ontario August, 1968 - July, 1969, prepared by Michael D. Lagace. [Toronto] 1973. 78 p.

## EMPLOYEES—TRANSFERS

**22. Mann, Michael.** Workers on the move; the sociology of relocation. Cambridge [Eng.] University Press, 1973. 265 p.

## EMPLOYMENT OFFICES, PUBLIC

**23. Showler, Brian.** The employment service and management [Bradford, Eng.] Institute of Scientific Business Limited, 1972. 42 p.

## INCENTIVE PLANS

**24. Marriott, Reginald.** Incentive payment systems: a review of research and opinion. [4th rev. ed. With a 1968 postscript by Sylvia Shimmin. London, Staples Press [1971] 317 p.

## INDUSTRIAL HEALTH

**25. International Labour Office.** Control and prevention of occupational hazards caused by carcinogenic substances and agents. Fifth item on the agenda. Geneva, 1973. 39 p.

## INDUSTRIAL RELATIONS

**26. Conference Board.** Resolving labor-management disputes: a nine-country comparison, by Eileen B. Hoffman. New York, 1973. 89 p.

**27. Gray, Edmund R.** Employee representation at Standard Oil of New Jersey: a case study, by Edmund R. Gray and C. Ray Gullett. Baton Rouge, La., Division of Research, College of Business Administration, Louisiana State University, 1973. 40 p.

**28. Great Britain. Commission on Industrial Relations.** Industrial relations training. London, HMSO, 1972. 95 p.

**29. Leeson, Robert Arthur.** Strike: a live history, 1887-1971. London Allen and Unwin, 1973. 246 p.

**30. Woods, William Donald.** The current industrial relations scene in Canada (1973). Kingston, Ont. Queen's University, Industrial Relations Centre, 1973.

## INFLATION

**31. McCollum, James F.** Inflation and interest rates in Canada; a study prepared for the Prices and Incomes Commission. Ottawa [Information Canada] 1972 [c1973] 113 p.

## LABOUR COSTS

**32. Granof, Michael H.** How to cost your labor contract. Washington, Bureau of National Affairs [1973] 147 p.

## LABOUR ECONOMICS

**33. Robinson, James William.** Labor economics and labor relations [by] James W. Robinson [and] Roger W. Walker. New York, Ronald Press Co. [1973] 594 p.

## LABOUR LAWS AND LEGISLATION

**34. Harari, Ehud.** The politics of labor legislation in Japan; national-international interaction. Berkeley [Cal.] University of California Press [1973] 221 p.

**35. Rovet, Ernest.** Employee/employer rights; layman's guide to Ontario labour law. 1st ed. Vancouver, Self-Counsel Press [1973] 88 p.

**36. U.S. National Labor Relations Board.** Classification outline for decisions of the National Labor Relations Board and related court decisions. [Washington, GPO] 1972. 151 p.

## LABOUR MOBILITY

**37. Vanderkamp, John.** Mobility behaviour in the Canadian labour force. [Ottawa, Information Canada, 1973] [152] p.

## LABOUR ORGANIZATION

**38. International Labour Office.** Organizations of rural workers and their role in economic and social development. Sixth item on the agenda. Geneva, 1973. 67 p.

**39. Shanks, Michael.** The stagnant society. Rev. ed. [Harmondsworth] Penguin [1972] 276 p.

**40. Sturmthal, Adolf Fox.** The international labor movement in transition; essays on Africa, Asia, Europe, and South America. Edited by Adolf Sturmthal and James G. Scoville. Urbana, University of Illinois Press [1973] 294 p.

## LABOUR PARTY (GREAT BRITAIN)

**41. Adelman, Paul.** The rise of the Labour Party 1880-1945. [London] Longman [1972] 137 p.

**42. Barratt Brown, Michael.** From labourism to socialism: the political economy of Labour in the 1970's. [Nottingham, Bertrand Russell Peace Foundation] 1972. 252 p.

## LABOUR SUPPLY

**43. U.S. Bureau of Labor Statistics.** Employment of scientists and engineers, 1950-70. Washington [GPO, 1973] 96 p.

## LEAVE OF ABSENCE

**44. International Labour Office.** Paid educational leave. Fourth item on the agenda. Geneva [1973] 42 p.

## MANAGEMENT

**45. Foltman, Felician Francis.** Manpower information for effective management: Part 1: Collecting and managing employee information. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1973. 39 p.

**46. Mintzberg, Henry.** The nature of managerial work. New York, Harper & Row [1973] 298 p.

## MANPOWER POLICY

**47. Fellner, William John.** Employment policy at the crossroads; an interim look at pressures to be resisted. Washington, American Enterprise Institute for Public Policy Research [1972] 28 p.

**48. Hallman, Howard W.** Jobs for all: employment and manpower programs for the seventies, by Howard W. Hallman, Everett Crawford [and] Alden F. Briscoe. Washington, Center for Government Studies, 1972. 199 p.

## NOISE

**49. Canada. Department of Labour. Legislative Research Branch.** Legislation concerning industrial noise in Canada. Prepared by William H. Langford. 1968—Ottawa, Department of Labour. Library has: 1972/73.



## PRODUCTIVITY OF LABOUR

**50. Johnson, Stanley.** Work analysis [by] Stanley Johnson [and] Grant Ogilvie. London, Butterworths [1972] 168 p.

## SOCIAL CHANGE

**51. Bell, Daniel.** The coming of post-industrial society; a venture in social forecasting. New York, Basic Books [1973] 507 p.

**52. Cochran, Thomas Childs.** Social change in industrial society: twentieth-century America. London, Allen & Unwin [1972] 178 p.

## SOCIAL CLASSES

**53. Littlejohn, James.** Social stratification. London, Allen and Unwin [1972] 150 p.

## SOCIAL INDICATORS

**54. Organization for Economic Co-operation and Development. Working Party on Social Indicators.** List of social concerns common to most OECD countries. Paris, OECD [1973] 27 p.

## SOCIOLOGY

**55. Gouldner, Alvin Ward.** For sociology; renewal and critique in sociology today. [London] Allen Lane [1973] 465 p.

## TRADE AND PROFESSIONAL ASSOCIATIONS

**56. Public service professional associations and the public interest.** [Edited by] Don L. Bowen. Philadelphia, American Academy of Political and Social Science, 1973. 308 p.

## UNEMPLOYED—TRAINING

**57. Dupré, Joseph Stefan.** Federalism and policy development: the case of adult occupational training in Ontario [by] J. Stefan Dupré [and others. Toronto] University of Toronto Press [1973] 248 p.

## WAGE POLICIES

**58. Kardouche, George K.** Wage and price controls for Canada? A commentary on the final report of the Prices and Incomes Commission, by George K. Kardouche and Frank Caramazza; with notes on Canada's wartime experience with prices and incomes policy by R. M. Fowler. Montreal, C.D. Howe Research Institute [1973] 86 p.

## WOMEN—EMPLOYMENT

**59. Vetter, Louise.** Women in the work force; development and field testing of curriculum materials; planning ahead for the world of work [by] Louise Vetter [and] Barbara J. Sethney. Columbus, Ohio, Center for Vocational and Technical Education, Ohio State University, 1972. 59 p.

## WORK SATISFACTION

**60. Buck, Vernon E.** Working under pressure. New York, Crane, Russak & Co. [1972] 252 p.

# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended December 15, 1973		9,298	—	+ 4.1
Employed.....	December	8,786	— 0.5	+ 5.3
Agriculture.....	"	391	— 6.0	— 4.2
Non-agriculture.....	"	8,395	— 0.2	+ 5.8
Paid workers.....	"	7,833	— 0.5	+ 6.2
At work 35 hours or more.....	"	7,040	+ 9.7	+ 6.1
At work less than 35 hours.....	"	1,442	— 31.4	— 0.3
Employed but not at work.....	"			
Unemployed.....	"	512	+ 9.4	— 12.3
Atlantic.....	"	70	+ 14.8	+ 4.5
Québec.....	"	191	+ 11.7	+ 7.3
Ontario.....	"	138	+ 17.9	— 9.8
Prairie.....	"	51	— 10.5	— 35.4
British Columbia.....	"	51	—	— 21.5
Without work and seeking work.....	"	477	+ 6.2	— 12.8
On temporary layoff up to 30 days.....	"	35	+ 84.2	+ 5.4
INDUSTRIAL EMPLOYMENT (1961 = 100)†.....	September	139.6	+ 2.0	+ 4.6
Manufacturing employment (1961 = 100)†.....	"	132.7	—	+ 4.2
IMMIGRATION.....	1st 9 mos. 1973	119,890	—	—
Destined to the labour force.....	"	60,892	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	November	99	— 21.4	— 2.0
No. of workers involved.....	"	39,910	+ 18.7	+ 18.7
Duration in man days.....	"	323,920	— 30.8	+ 5.1
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†.....	September	163.68	+ 1.9	+ 7.4
Average hourly earnings (mfg.)†.....	"	3.91	+ 2.1	+ 8.9
Average weekly hours paid†.....	"	40.0	+ 2.0	— 1.7
Consumer price index (1961 = 100).....	"	153.9	+ 0.6	+ 8.5
Index numbers of weekly wages in 1961 dollars (1961 = 100)†.....	"	136.2	+ 4.0	— 1.5
Total labour income (Millions of dollars)†.....	November	5,573.3	— 0.3	+ 12.5
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100)	November	217.1	+ 0.4	+ 6.2
Manufacturing.....	"	211.8	—	+ 6.1
Durables.....	"	246.5	— 1.2	+ 6.6
Non-durables.....	"	184.3	+ 1.2	+ 5.5
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	November	18,079	— 4.7	—
Completions.....	"	19,653	+ 0.3	—
Under construction.....	"	173,293	+ 4.6	—

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1968-1973

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Per Cent of Estimated Working Time
1968.....	559	582	223,562	5,082,732	0.32
1969.....	566	595	306,799	7,751,880	0.46
1970.....	503	542	261,706	6,539,560	0.39
1971.....	547	569	239,631	2,866,590	0.16
†1972.....	556	598	706,474	7,753,530	0.42
†1972—November.....	51	101	33,612	308,240	0.20
December.....	27	78	11,017	131,180	0.10
†1973—January.....	38	87	12,427	164,600	0.11
February.....	39	87	16,011	154,930	0.11
March.....	46	98	19,444	223,290	0.14
April.....	64	114	23,546	232,820	0.16
May.....	75	139	40,166	521,670	0.32
June.....	58	136	47,181	612,600	0.34
*July.....	43	125	56,424	546,550	0.32
*August.....	52	141	101,024	1,248,160	0.68
*September.....	39	138	105,801	673,580	0.46
*October.....	37	126	33,616	468,190	0.27
*November.....	31	99	39,910	323,920	0.19

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, NOVEMBER, 1973, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Forestry.....	—	—	—	—
Mines.....	1	5	1,170	16,020
Manufacturing.....	15	50	26,408	236,520
Construction.....	—	3	370	8,030
Transportation and utilities..	8	14	7,838	25,030
Trade.....	2	11	892	17,640
Finance.....	—	—	—	—
Service.....	2	13	2,484	19,010
Public administration.....	3	3	748	1,670
ALL INDUSTRIES.....	31	99	39,910	323,920

## STRIKES AND LOCKOUTS, NOVEMBER, 1973, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland.....	3	4	520	3,070
Prince Edward Island.....	—	—	—	—
Nova Scotia.....	1	2	413	3,110
New Brunswick.....	—	1	15	140
Quebec.....	13	35	13,172	103,290
Ontario.....	4	22	18,707	134,860
Manitoba.....	1	3	1,353	13,550
Saskatchewan.....	—	—	—	—
Alberta.....	1	6	979	7,600
British Columbia.....	2	17	2,490	42,330
Federal.....	5	9	2,261	15,970
ALL JURISDICTIONS.....	31	99	39,910	323,920



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1973 (PRELIMINARY)

Industry			Duration in Man-Days		Starting Date	Major Issues Result
Employer	Union	Workers Involved	November	Accu- mulated	Termination Date	
Location						
<b>MINES</b>						
<b>METAL</b>						
Bradina Mines, Houston, B.C.	Steelworkers Loc. 271 (AFL-CIO/CLC)	125	2,630	14,520	June 18 —	Not reported—
Craigmont Mines Ltd., Merritt, B.C.	Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	7,810	19,710	Sep. 16 —	Wages, working conditions, job security—
Giant Mascot Mines, Hope, B.C.	Steelworkers Loc. 946 (AFL-CIO/CLC)	150	3,150	6,300	Oct. 1 —	Safety conditions—
Iron Ore of Canada Co., Labrador City, Nfld.	Steelworkers Loc. 5795 (AFL-CIO/CLC)	350	350	350	Nov. 7 Nov. 8	Removal of refrigerator used by workers—Company agreed to install vending machines.
<b>NON-METAL</b>						
Canadian Rock Salt Co. Ltd., Pugwash, N.S.	Oil Workers Loc. 9-823 (AFL-CIO/CLC)	173	2,080	6,060	Sep. 28 Nov. 18	Wages—\$1.40 per hr. increase over three years.

## Manufacturing

### FOOD AND BEVERAGES

Dare Food (Biscuit Division) Ltd., Kitchener, Ont.	Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	8,360	143,970	May 26/72 —	Wages, hours—
Canada Starch Co. Ltd., Cardinal, Ont.	Retail, Whole- sale Employees Loc. 483 (AFL-CIO/CLC)	400	4,800	29,600	Aug. 2 Nov. 19	Wages, fringe benefits—In- crease of 22% for men and 27% for women over 2½ years. Fringe benefits amounting to 5%.
United Biscuit, Toronto, Ont.	Retail, Whole- sale Employees Loc. 461 (AFL-CIO/CLC)	110	880	2,860	Oct. 5 Nov. 13	Not reported—Not reported.
Harrison Brothers Pom Bakers, Montréal, Qué.	Bakery Workers Loc. 55 (AFL-CIO/CLC)	200	1,000	1,000	Nov. 12 Nov. 19	Contract dispute—Improved wages and working conditions in a three-year contract.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1973 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days	Starting Date	Termination Date	Major Issues Result
<b>RUBBER</b>							
Firestone Tire and Rubber, Joliette, Qué.	Rubber Workers Loc. 790 (AFL-CIO/CLC)	300	6,600	53,100	Mar. 22 —	Delayed negotiations in a new contract—	
Les Caoutchoucs Acton Ltée, Acton Vale, Qué.	CLC Directly Chartered	396	8,710	30,480	Aug. 13 —	Failed to reach agreement; employees locked out after slowdown—	
<b>WOOD</b>							
MacMillan Bloedel Ltd., Red Band, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	190	3,990	69,730	June 19/72 —	Not reported—	
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,200	61,400	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—	
<b>FURNITURE AND FIXTURES</b>							
Artistic Woodwork Co. Ltd., North York, Ont.	Canadian Textile and Chemical Union Loc. 570 CCU)	120	2,640	8,640	Aug. 21 —	Union security—	
A.P. Furniture Inc., Laurier Station, Qué.	Building and Woodworkers Federation (CNTU)	140	1,120	6,860	Sep. 4 Nov. 13	Wages, hours—\$1.25 an hr. increase over three years; hours reduced from 45 to 44 a week.	
<b>PAPER</b>							
Ontario-Minnesota Pulp and Paper Co. Ltd. (of Boise Cascade Co.), Fort Frances, Ont.	Machinists Lodge 771 (AFL-CIO/CLC)	803	2,290	72,840	July 3 Nov. 5	Wages, hours, fringe benefits— Not reported.	
Price Brothers Co., Alma, Jonquière and Kénogami, Qué.	Pulp and Paper Workers' Federation (CNTU)	1,987	36,190	153,240	Aug. 10 Nov. 26	Wages, hours, fringe benefits— 24% increase over three years.	
Thurso Pulp and Paper Co., Thurso, Qué.	Woodworkers Loc. 2-152 (AFL-CIO/CLC)	160	2,720	6,240	Oct. 1 Nov. 24	Wages—97¢ increase in 33-month agreement.	
Scott Maritimes Pulp Limited, Pictou, N.S.	United Paperworkers Loc. 440 (AFL-CIO/CLC)	240	1,030	1,030	Nov. 23 —	Wages—	

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1973 (PRELIMINARY) (CONT.)

Industry		Workers Involved	Duration in Man-Days		Starting Date	Major Issues Result
Employer	Union		November	Accu- mulated	Termination Date	
Location						
<b>DOMINION PRINTING AND PUBLISHING</b>						
Domtar Fine Papers Ltd., Windsor, Qué.	Pulp and Paper Workers Federation (CNTU)	650	1,300	1,300	Nov. 29 —	Employees locked out after slowdown to obtain pledge from company not to press charges for damages during previous walkout—
Montreal Standard Publishing Co., Montréal, Qué.	Graphic Arts Union Loc. 9-P (AFL-CIO/CLC)	150	2,700	2,700	Nov. 1 Nov. 27	Wages, seniority, overtime and vacations—Not reported.
<b>PRIMARY METALS</b>						
Reynolds Aluminum Co. of Canada Ltd., Cap de la Madeleine, Qué.	Steelworkers Loc. 7102 (AFL-CIO/CLC)	600	7,800	7,800	Nov. 14 —	Wages—
<b>METAL FABRICATING</b>						
Greening-Donald Ltd., Orangeville, Ont.	Steelworkers Loc. 6266 (AFL-CIO/CLC)	110	2,100	2,100	Nov. 2 —	Not reported—
<b>MACHINERY</b>						
Mathews Conveyor Co. Ltd., Port Hope, Ont.	Machinists Loc. 1805 (AFL-CIO/CLC)	230	2,070	11,730	Aug. 31 Nov. 14	Cost of living bonuses—24% increase over three years and cost of living escalator clause in third year.
<b>TRANSPORTATION EQUIPMENT</b>						
Hayes Trucks Ltd., Vancouver, B.C.	Steelworkers Loc. 3253 (AFL-CIO/CLC)	417	420	420	Nov. 1 Nov. 1	Wages, hours, fringe benefits—Not reported.
Motor Coach Industries, Fort Gary, Man.	Machinists Loc. 1953 (AFL-CIO/CLC)	850	11,540	11,540	Nov. 11 —	Wages—
Ford Motor Co. of Canada, Oakville, Windsor, Talbotville, Niagara Falls and Bramalea, Ont.	Auto Workers Loc. 1054, 200, 707 and 1520 (CLC)	15,000	85,000	85,000	Nov. 23 —	Wages and overtime—
<b>ELECTRICAL PRODUCTS</b>						
Great Lakes Carbon, Berthierville, Qué.	Metallurgists' Miners and Chemical Workers Federation (CNTU)	190	4,180	13,870	Aug. 19 —	Working conditions—



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	November	Accu- mulated	Termination Date	Major Issues
Location	Union					Result
Westinghouse Canada Ltée Saint-Jean, Qué.	U.E. Loc. 560 (AFL-CIO/CLC)	272	1,360	1,360	Nov. 26 —	Wages, job evaluation and other provisions—
NON-METALLIC MINERAL PRODUCTS						
Shockbeton Inc., Saint-Eustache, Qué.	Steelworkers Loc. 7443 (AFL-CIO/CLC)	165	1,320	1,820	Oct. 27 Nov. 13	Wages—No agreement signed Return to work with 50¢ an hr increase.
CHEMICAL PRODUCTS						
Dow Chemical of Canada Ltd., Sarnia, Ont.	Oil Workers Loc. 9-672 (AFL-CIO/CLC)	800	17,600	28,000	Oct. 13 —	Failure to negotiate contract hours of work—
Union Carbide Canada Ltd., Montréal, Qué.	United Oil Workers (CCU)	270	2,700	2,700	Nov. 17 —	Wages—
Construction						
Alberta Insulators Contractors Assoc. Calgary area-Red Deer to U.S. Border.	Asbestos Workers Loc. 126 (AFL-CIO/CLC)	115	2,420	7,360	Aug. 31 —	Wages, hours, working condi- tions—
Plastering Associa- tion of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	5,500	8,250	Oct. 17 —	Not reported—
Transportation and Utilities						
TRANSPORTATION						
Montréal Urban Community Transit Commission, Montréal, Qué.	Brotherhood of Bus Drivers Metro Operators and Allied Services (Ind.)	3,200	3,200	3,200	Nov. 7 Nov. 8	Wages, working conditions— Return of workers pending fur- ther contract talks.
Montreal Urban Community Transit Commission, Montréal, Que.	Brotherhood of Bus Drivers Metro Operators and Allied Services (Ind.)	3,200	3,200	3,200	Nov. 11 Nov. 12	Wages, working conditions— Not reported
*Capital Coach Lines Co. Ltd., Ottawa, Ont.	Railway, Transport & General Workers Loc. 270 (CLC)	155	1,400	1,400	Nov. 20 —	Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	Major Issues Result
Employer	Union	Workers Involved	November	Accu- mulated	Termination Date	
Location						
<b>COMMUNICATION</b>						
Okanagan Telephone Company, Okanagan Valley, B.C.	Federation of Telephone Workers of British Columbia (CLC)	550	11,550	38,730	Aug. 21 —	Wages, pension plan—
Radio Québec, Montréal, Qué.	Service Employees Federation (CNTU)	143	3,060	8,170	Sep. 12 —	Wages, schedules & other—
*Canadian Broadcasting Corporation, Canada-Wide (except Québec).	Newspaper Guild (AFL-CIO/CLC)	240	240	240	Nov. 20 Nov. 20	Failure of a federal mediator to resolve a contract dispute between the news staff and CBC management—Return of news reporters and editors.
<b>Trade</b>						
Association des Epiciers détaillants en alimentation, Jonquière, Qué.	Commerce Federation (CNTU)	444	9,770	15,990	Oct. 12 —	Slowness in negotiations—
<b>Services</b>						
<b>EDUCATION</b>						
University of Manitoba Fort Garry, Man.	Canadian Industrial Mechanical and Allied Workers (CCU)	450	900	7,200	Oct. 12 Nov. 5	Wages—30¢ an hr. increase or 8.5% whichever is greater retroactive from June 1, 1973, an additional 10¢ an hr. across the board eff. Nov. 2, 1973; wage adjustments for 60 union members.
School District No. 34, Abbotsford, B.C.	Carpenters Loc. 1670 (AFL-CIO/CLC)	126	1,010	1,830	Oct. 23 Nov. 13	Wages and expiry date of contract—20¢ an hr. increase every six months; longer contract.
<b>SERVICES TO BUSINESS</b>						
*Atomic Energy of Canada Ltd., Pinawa, Man.	Machinists Loc. 608 (AFL-CIO/CLC)	122	610	5,120	Sep. 8 Nov. 8	Wages and improved benefits—Not reported.
*Atomic Energy of Canada Ltd., Chalk River, Ont.	Various unions Atomic Energy Allied Council	942	1,880	36,730	Sep. 10 Nov. 5	Wages and fringe benefits—Wage increases, improved vacations.
<b>MISCELLANEOUS SERVICES</b>						
*Maritime Employers Association, Halifax, N.S.	Int. Longshoremen's Assoc. Loc. 269 (AFL-CIO/CLC)	650	10,400	10,400	Nov. 8 —	Working conditions and wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1973 (PRELIMINARY) (CONCL'D.)

Industry			Duration in Man-Days	Starting Date		Major Issues
Employer		Workers	Accu-	Termination		
Location	Union	Involved	November	Date	Result	

## Administration

### LOCAL ADMINISTRATION

City of Edmonton, Edmonton, Alta.	Amalgamated Transit Workers Loc. 569 (AFL-CIO/CLC)	682	1,360	1,360	Nov. 29 —	Wages, hours, application of in- crements and term of con- tract—
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\*Federal Jurisdiction



# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

**Labour Organizations in Canada** (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1972.

**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

**Wage Rates, Salaries and Hours of Labour, 1972.** An annual report which presents the results of a survey conducted at October 1 on occupational wage rates and standard hours of work in most industries and major communities in Canada. Paperback volume \$3.00. (Bilingual). Cat. No. L2-555.

**Wage Rates, Salaries and Hours of Labour, 1973.** An annual report in our volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; Volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$3.50. (Bilingual) Cat. No. L2-556.

**Working Conditions in Canadian Industry, 1972.** (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

**Productivity, Costs and Prices.** An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

**The Institutions of Industrial Relations in Continental Europe.** by Paul Malles, Economic Council of Canada. \$3.00. Cat. No. L41-1273.

## WOMEN'S BUREAU

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**Women in the Labour Force: Facts and Figures** (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

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## LEGISLATIVE RESEARCH BRANCH

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**Labour Standards in Canada.** Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. L2-7/1972.

**Workmen's Compensation in Canada.** Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

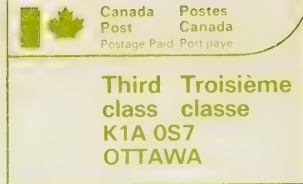
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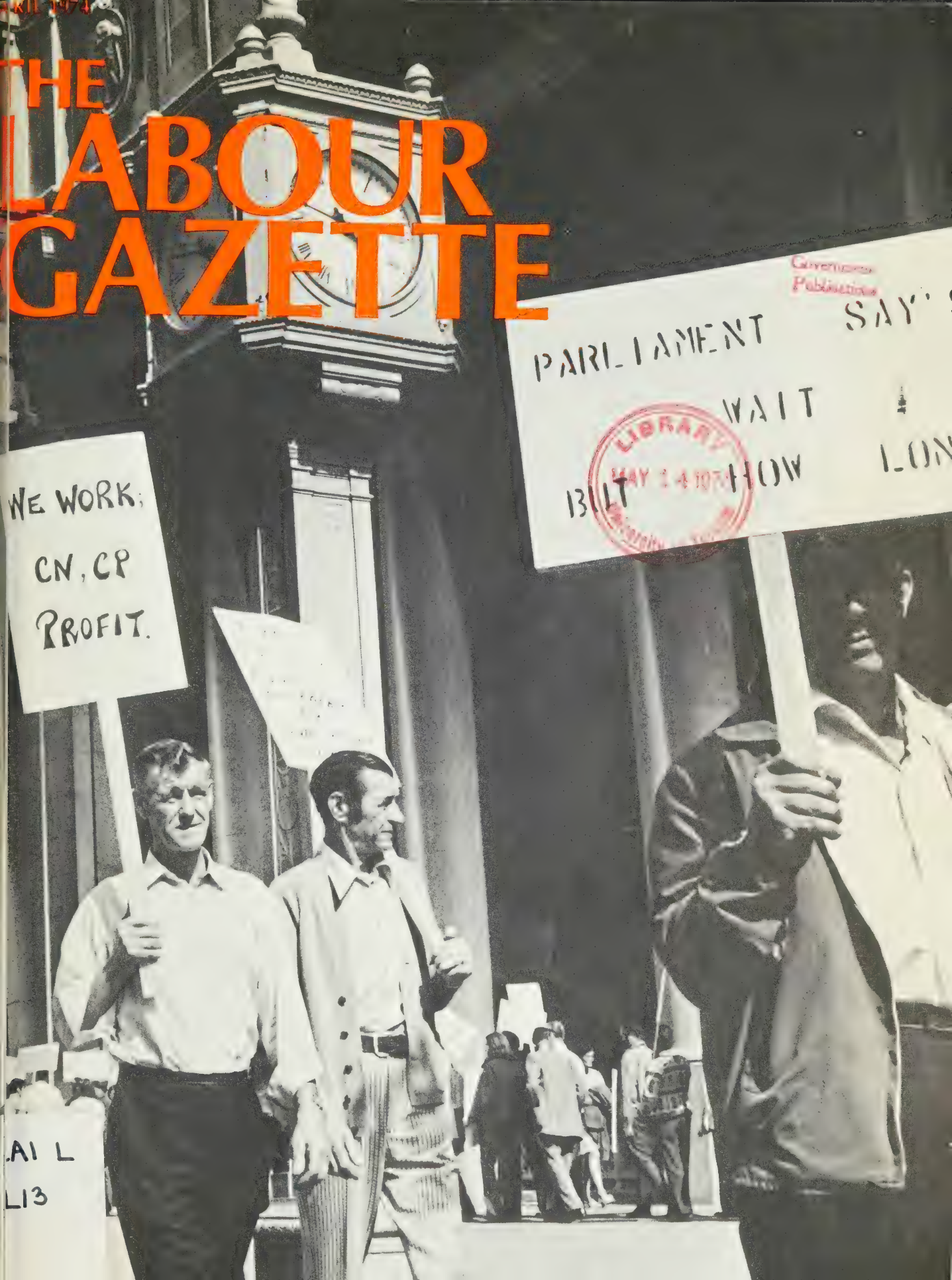
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# THE LABOUR GAZETTE

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# NEWS BRIEFS

## PS FLEXTIME

**Staggered and flexible working hours for about 35,000 federal Public Service employees working in downtown Ottawa went into effect in March** in an effort to extend peak rush-hour periods, and thereby alleviate public transit and road traffic congestion.

An experimental flextime program, involving 2,300 employees, had been underway for more than a year before Treasury Board representatives met with federal deputy ministers to decide whether flexible or scheduled hours would suit their departments. Treasury Board is responsible for the terms of employment, including working hours, of federal government employees.

The former peak rush hours were from 8:15 to 8:45 a.m., and from 4:45 to 5:15 p.m. **The extended rush-hours will be from 8 to 9:30 a.m., and from 4:15 to 5:45 p.m.** Basic guideline for the changeover was that employees would be working a 7½-hour day between the hours of 7 a.m. and 6 p.m.

Another large Ottawa employer, **Metropolitan Life Insurance Company, has been conducting a three-month experiment with flextime** for 230 of its employees. The employees set their own hours of work anytime from between 7:30 and 10 a.m. to between 3 and 6 p.m., with the core working period between 10 a.m. and 3 p.m. The program will be evaluated at the end of May, after which a decision on its expansion or retention will be made.

## JOB OUTLOOK

Jobs for executives, accountants, engineers and other professionals are expected to remain at record levels during 1974, according to the **Technical Service Council quarterly survey** of 1,400 manufacturers, construction companies, consultants and mines. The survey **showed that jobs increased 86 per cent last year, and 22 per cent during the fourth quarter of 1973**, the largest increase for any quarter. Experts had expected the rate of increase to level off.

Last year's surge in sales of cars, furniture and other consumer durables increased openings for plant managers, foremen, quality control supervisors, production planners, and sales and marketing managers. Accountants, systems analysts and computer programmers are in short supply. Numerous openings exist also for electronics



technicians and engineers, and for sales, plant, and maintenance engineers.

Even occupations in which demand is traditionally spotty—notably purchasing, buying and technical illustration—have participated in the upturn. Opportunities for civil draftsmen increased twelve fold, while jobs for civil technologists and electrical draftsmen increased four and five times respectively. Industrial opportunities are limited, however, for mining and aeronautical engineers, metallurgists, chemists, chemical lab technicians, geologists, management trainees, biologists, physicists, and arts graduates.

The automotive, leisure, lodging, transportation, retailing and chemical industries would be hard hit, if the energy shortage continues, but if these, only chemical is a large employer of engineers and scientists. **The active job market is likely to cause increased turnover** as employers bid for professionals who are in short supply. When these persons change jobs, they often realize salary increases of from 15 to 20 per cent.

At the same time, employers' requirements for experience are so specific that other job-hunters report trouble finding suitable work.

More employers are recruiting at universities, and **demand is specially high for graduates in business administration, commerce and engineering.** Monthly starting salaries are estimated at \$793 for 1974 engineering graduates, \$764 for

honours science graduates, and \$727 for honours commerce and business administration graduates. Opportunities for Ph.D. graduates in engineering and science continue to be restricted.

## APPLICATION WITHDRAWN

**The Teamsters union has formally withdrawn its application for re-affiliation** with the Canadian Labour Congress. In a letter to CLC President Donald MacDonald, Teamsters' President Frank Fitzsimmons questioned the authority of the CLC to decide last year to recognize the provisional executive board of Brewery workers in Canada to continue as a separate organization.

The Teamsters had completed a merger with the International Brewery Workers covering members on both sides of the border but a majority of Canadian brewery workers formed their own union.

Fitzsimmons told MacDonald he could not see how the CLC could give recognition to anyone other than those authorized by the merger agreement.

## CALURA

**The Corporations and Labour Unions Returns Act—CALURA—has grown tired of warning corporations delinquent in filing reports and has started prosecuting offenders.**

Two privately owned property companies in Montreal, Central Industrial Park Limited, and its sister firm, Rocky Realty Limited, were prosecuted under CALURA, and pleaded guilty of not filing the required returns on time. Provisions under the Act allow for fines of up to \$50 a day for each day the returns are late, or for prison terms. The Crown did not ask for maximum sentences in these prosecutions, because both companies filed returns prior to sentencing.

CALURA, administered by the Chief Statistician of Canada on behalf of the Minister of Industry, Trade and Commerce, stipulates that **every corporation with annual sales of more than \$500,000, or assets of more than \$250,000, must report, within six months of the end of its fiscal year, information about its management, share structure, ownership, and financial statements.** Labour unions are also required to report information on their constitution, officers and finances.

Until now, the agency has gathered late returns through a process of letters and telephone calls. Late filing decreases the quality of the collected data, and CALURA officials have indicated that **there will likely be other prosecutions.**



## FEMALE MINERS

A critical shortage of skilled and unskilled male workers in Canadian mines is forcing **mining companies to contemplate using women for ore extracting and other heavy work.** The Department of Manpower and Immigration reports that the number of hourly rated workers in Canadian mines dropped by 6,000 between 1972 and 1973 to 78,800, forcing many mines to consider women for jobs other than office and clerical.

In a mine near Princeton, B.C., at least six women are driving 100-ton trucks, while in Port Cartier, Québec, another mine employs women as janitors, and women miners there are allowed to join the mine union. Other mines are employing women as mill operator trainees and electrical apprentices. Mine personnel offices have found that both single women and women married to miners are applying for jobs.

Part of the **labour shortage problem has been attributed to high staff turnover, caused partly by the isolation of the mine sites and by the traditional mobility of miners.** Some mines say that persons do not want to work underground, and would rather go on construction jobs for higher pay.

Other reasons for the labour shortage, according to the mining companies, include high unemployment insurance benefits, Manpower retraining programs and relocation subsidies that encourage worker mobility, and the bad image of many mining towns.

Ontario mines employed 22,300 hourly rated workers last year, down from 23,100 in 1972; in Québec, the decline was from 22,200 to 16,800. In the Atlantic Provinces, the number of employees dropped to 9,000 from 10,000. British Columbia had a gain of 800 workers, bringing the total to 8,900, and Alberta gained 500 employees, boosting the total to 11,300, according to Department of Manpower and Immigration figures.

## 60 AND OUT?

**"An adequate pension for all at age 60"** is the theme of a **two-year campaign launched by the Canadian Labour Congress** in February as part of its observation of Citizenship Month. The campaign will be conducted in two stages. In the first stage, unions are being encouraged this year to establish committees to examine existing pension protection, study the need for improvements, and assist in a broad education program to raise public support for improved pensions. The second stage, scheduled for 1975, will include a political campaign designed to win better pensions for retired workers in Canada.

According to CLC statistics, only 2.82 million, or **less than 40 per cent of paid workers in Canada, are covered by private pension plans** and evidence suggests that even many of these workers do not draw adequate pensions upon retirement. **Persons reliant on public plans are even worse off,** says the CLC.

## CUPE CAMPAIGN

A campaign to unionize university professors and private radio station employees has been begun by the Canadian Union of Public Employees.



According to a spokesman for the 185,000-member union, scattered requests for unionization had been received from professors and radio station employees, and CUPE decided to launch major campaigns to determine the extent of the interest. There are roughly **30,000 university professors and 16,000 community college teachers in Canada.**

One hundred and eighty-five professors at St. Mary's University in Halifax, and about 600 employees of seven Vancouver private radio stations were picked as the targets of the initial campaigns. Three weeks after the St. Mary's drive began, a majority of the professors had been signed up and an application for certification is expected.

Resistance to such a move could come from the Canadian Association of University Teachers, a professional association representing 17,000 post-secondary teachers in 52 institutions. CUPE currently claims 34,000 school board and university clerical and maintenance workers as members.

CUPE estimates that about **5,000 persons are employed by private radio stations across Canada.** Some 4,000 CBC employees already belong to CUPE. A union spokesman observed that the **private broadcasting industry is the least unionized of any in the country,** and the pay and conditions of work—50-hour workweeks, split shifts, and the lack of overtime pay—reflect the absence of unionization.

Of the 185,000 members of CUPE, about 60,000 are classified as white-collar, comprising social workers, psychologists, sociologists, announcers, accountants, public health nurses, librarians, science technicians, secretaries, and clerical personnel.

## STUDENT JOBS

**The federal Government will spend a total of \$66 million this year in its Summer '74 program—a decrease of almost \$20 million from the cost of last year's program—in an effort to create or find a total of 390,000 summer jobs for students.**

The Government expects to provide 46,300 jobs—**down from the 67,200 jobs of last summer**—directly through the Public Service Commission, national defense training, and Opportunities-for-Youth projects. The OFY program will be funded by a total of \$30.5 million this year, a drop of almost \$10 million from 1973.

Expectations are that about 80,000 students will be employed in farm jobs in an effort to help combat Canada's farm labour shortages. The number of student-oriented manpower centres will be increased to 251 from 190 last year, and Government officials are counting on these centres to direct 250,000 students to private industry jobs.

In 1973, the summer student workforce totalled 1.3 million students, of whom 1.2 million found work. The private sector provided 86 per cent of the student jobs, provincial and municipal governments 8 per cent, and the federal Government 6 per cent.

## OFL BRIEF

**Ontario's labour laws seem to be intended to protect employers rather than their workers,** according to the Ontario Federation of Labour. In a brief presented to provincial Labour Minister Fern Guindon in February, the OFL stated that the current Ontario Labour Relations Act, amended three years ago, "not only discourages the practice of free collective bargaining, but also prevents workers from reaching the point where they could even start to exercise that right." Describing the Act as "a bad Act, badly administered," the OFL charged also that the Ontario Labour Relations Board too often submits to employer pressure in ruling against employee groups.

**Amendments to the Act have failed** in their purpose to streamline the certification procedure, **to improve**



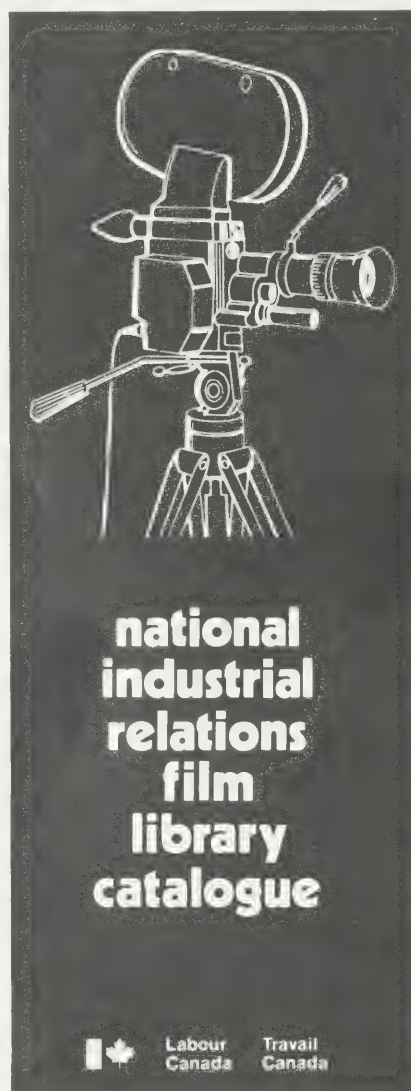
the collective bargaining process, and to lessen industrial strife, said the OFL. "The legislation we have today has done nothing to help the two thirds of the labour force in this Province that is unorganized ... in fact, it places roadblocks to organizing and slows down collective bargaining for many of those who are already organized," the brief states.

Among 17 other proposals made by the brief for revision of the Act were the following recommendations: (1) all workers should have the right to join the union of their choice; (2) evidence of a simple majority of 50-per-cent-plus should be enough for automatic certification; (3) automatic certification should be given if an employer is found guilty of using bribery, coercion, intimidation, dismissal or other means to interfere with union organization or to prevent certification; (4) employers should not be permitted to interfere at certification hearings; (5) injunctions in labour disputes should be outlawed; (6) picketing should not be restricted; (7) the right to strike should apply at any time during the term of a collective agreement on matters not covered by the agreement; (8) strike-breaking should be outlawed during a legal strike, and police should not be used to break strikes; (9) employers should be forbidden to discipline employees for refusing to perform the duties of other employees who are lawfully on

strike; (10) compulsory arbitration in any form should not be used in the collective bargaining process; and (11) management must be required to fully justify its actions in cases of the discharging and disciplining of employees.

## IR FILM CATALOGUE

The **National Industrial Relations Film Library** now has a complete catalogue available for distribution. The catalogue contains titles on about **200 English and French films on many aspects of industrial relations**—productivity, selective bargaining, employee selection and adapting to change, to name only a few. The films are distributed free of charge through district and regional offices of the National Film Board, but the borrower must pay the shipping expense when returning them. Copies of the catalogue and further information can be obtained from the National Industrial Relations Film Library Public Relations Branch, Canada Department of Labour, 340 Laurier Avenue West, Ottawa, Ontario K1A 0J2.



# FEEDBACK

(A letter to the Minister of Labour from W. C. Y. McGregor, Chairman of the Canadian Railway Labour Association.)

Dear Mr. Minister:

The recent speeches delivered by you to the Ontario chapter of the American Foundrymen's Society and by your Acting Deputy Minister, Mr. W. P. Kelly, to the Tenth Annual Labour-Management Conference on Collective Bargaining and Labour Law in Tucson, Arizona, have stirred considerable interest and discussion among the member unions of the Canadian Railway Labour Association. No doubt this was one of the intended effects of the speeches.

As you may imagine, there are mixed feelings among both the officers and rank-and-file members of our affiliated unions on some of the statements and suggestions put forward by you and Mr. Kelly. Among some of us you struck a responsive chord; among others you aroused uncertainty and suspicion.

The ambivalence is understandable, considering that what is at stake is the direction of labour-management relations in the railway industry, and the method of resolving future bargaining deadlocks.

I think I may safely speak for all my fellow union officers in the Canadian Railway Labour Association, however, in affirming our willingness—in fact, our desire—to explore the possibilities for change and innovation, including those which you and Mr. Kelly have outlined. Although we may not all agree with you, or even among ourselves at this stage, on the nature of desired changes in the traditional negotiating procedures, we do agree that some kind of reform is essential. The delays, disruptions, and monumental waste of resources involved in the 14-month dispute (that ended in September) underline the necessity of developing a more rational system of reaching a just settlement.

We wish to assure you, therefore, that we are prepared to meet with you at a mutually convenient time and place, to discuss fully the various options that may be open to us. We pledge to undertake such an inquiry with open minds and a

readiness to experiment with new ideas, as long as we are convinced that their adoption would be in the best interests of the railway employees we represent.

We recognize that anything beyond the discussion stage would require an equal input from management, and for that reason I am supplying Mr. J. C. Anderson, Vice-President, Industrial Relations, CP Rail, and Mr. George Lach, Vice-President, Personnel and Labour Relations, Canadian National, with a copy of this letter.

**W.C.Y. McGregor**

# INTERNATIONAL ROUNDUP

## U.S.A.

■ The United Steelworkers of America and the three major aluminum companies in the U.S. have reached **new 40-month agreements that reduce the normal retirement age from 65 to 62—with full pension**—and provide cost of living supplements for workers who retire under the new agreements.

The pension program, effective February 1, 1975, covers 9,700 workers at plants of the Aluminum Company of America, 10,100 at Kaiser Aluminum and Chemical Corporation, and 9,700 at the Reynolds Metals Company. Provision has also been made for increases ranging from **\$15 to \$60 a month for those who have already retired.**

The settlements, concluded four months before the current contracts were scheduled to expire, provide also for **wage increases totalling 69.7 cents an hour**, or about 15 per cent over the term—28 cents effective February 1, 1974; 16 cents on June 1, 1975; 17 cents on June 1, 1976; and 8.7 cents in the increments between job classes spread over the term of the contract. The new cost of living formula (an increase of 1 cent an hour for each 0.3-of-a-point increase in the Bureau of Labor Statistics' Consumer Price Index) will come into effect on June 1, 1974.

**Pension benefit levels were increased** from \$9 a month for each year of service to a range of from \$11 to \$15 a month, depending on the level of the employee's earnings. For example, a 30-year worker, who previously would have received a pension of \$270 a month, will now receive from \$330 to \$450. Combined with social security benefits, the new pension formula limits an employee's income to 85 per cent of his "top earnings."

**The first cost of living adjustment** will be made on February 1, 1976, and the second on February 1, 1977. The supplement will be based on the government's index, and will total 65 per cent of the annual average increase in the index. Employees who retire because they are displaced by permanent shutdowns, or are unable to work because of prolonged layoffs will receive full pensions for life, cost of living supplements, and \$230 a month until they reach the age of 62. The spouse of an employee who has at least 10 years service will receive 50 per cent of the employee's pension entitlement.

Other items in the new contracts include **an excellent dental plan at no cost to the employee**, and improvements in the vacations, with-pay clauses, the supplemental unemployment benefit plan, the hospital medical plan, and the sickness and accident plan. Most observers of the industrial relations scene in the U.S. expect that **the aluminum settlements will set the pattern for the steel industry pacts** which do not expire until August 1, 1974.



Steelworkers' President, I.W. Abel, described the aluminum agreements as "outstanding ... the most significant of my entire labour career," and said that the pension improvements, particularly the cost of living plan for retired persons, represented a "breakthrough" in industry. He is quoted by **The New York Times** as saying: "I hope, and have reason to believe, that the establishment of the cost of living escalator will find its way into other agreements in other industries ... I think that the aluminum settlements will have a good effect on other negotiations."

■ More and more **corporate bosses are leaving their jobs before the traditional retirement age**, according to a recent report in **Time** magazine. **Time** quotes management professor Eugene Jennings as saying that the turnover rate among heads of major corporations is 20 per cent a year now—double what it was in the 1960s. "Jennings' studies, dating back to 1948, indicate that more than half of those leaving are being forced out," says the magazine. **Only 25 per cent of the presidents of the 500 largest firms in the U.S. have been in office more than five years.** In 1967 that figure was 35 per cent.

Many chief executives are being fired, explains Jennings, because it is becoming more and more difficult to run a company. Marketing cycles change rapidly, aggressive consumerism exerts additional pressures on management, and the boom of the '60s **produced a corps of executives who advanced rapidly through the ranks without adequate seasoning.**

Moreover, old notions of company loyalty are giving way to a new ethic that makes it easier and more fashionable for people to quit their top jobs. "Further," notes **Time**, "stock options, severance agreements and early retirement plans make it possible to end one career in time to begin a new one in public service, teaching, or some other humane pursuit—and a growing number of executives are taking the opportunity."

■ Many American employers will soon face demand for **a new fringe benefit—prepaid legal insurance**, according to a recent report in **Business Week**. The magazine points out that the Taft-Hartley Act was amended last August to permit unions to bargain for legal insurance as an employer-shared benefit. As a result, at least **three million workers will be negotiating for such coverage by spring.**

**Business Week** notes also that about 2,500 plans covering specified services in a manner similar to medical insurance are operating today, compared with only 500 in 1971. This rapid growth in legal insurance will bring legal services to millions of people who have not been able to afford them. Surveys showed that **70 per cent of the U.S. population does not receive legal services.**

"The trend toward legal coverage is showing up all across the country," the **BW** report adds. "As it is currently developing, **prepaid legal insurance takes two forms:** the 'open panel', which permits the client to seek any attorney who will perform the legal service for fees stated in the policy, and the 'closed panel', which requires the client to seek aid from specifically designated attorneys. Private insurance companies and most bar-sponsored plans take the open panel approach.

"Unions that hire their own attorneys, and private attorneys who are forming legal 'clinics', are going the closed panel route." Either approach should give lawyers plenty to do; and many who might have become solo practitioners or members of small firms may find themselves operating legal aid offices for unions.

■ Have you ever feigned illness in order to take a day off work? Have you ever missed a day at the office because you just didn't care, or because you thought you wouldn't be missed? **Staying off work costs the North American business community \$11 billion a year** in lost production, according to a study of absenteeism conducted by the **Dartnell Institute of Business Research** in Chicago.

The study found that many businessmen consider absenteeism inherent in the system—and incurable. But Joseph W. Lawson, President of the Southeastern Employers Service Corporation, has published a management guide purporting to show that the responsibility for controlling

absenteeism and tardiness rests primarily with supervisory management, and that **every company has the capability of bringing the problem under control.**

The Dartnell study pinpointed **five main reasons for worker absenteeism:** illness, feigned illness, the illness of a child or spouse, a "don't care" attitude, and poor supervision. Lawson's 360-page guide for management lists nine cures: (1) **Child-care centres.** A problem with working mothers occurs when a child is sick or the babysitter doesn't show up. Some companies now offer in-plant nurseries to care for employees' children. (2) **Free transportation.** Companies in isolated or hard-to-reach locations are providing free transportation from several central points. (3) **Medical services.** More companies are providing preventive medical services such as annual checkups. (4) **Increased leisure time.** Studies show that employees are less prone to absenteeism if they have more free time—but some of them may moonlight. (5) **Time off.** Some companies grant time off for personal reasons with little or no fuss, as long as there is no abuse of the privilege. (6) **Attendance improvement programs.** Awards for perfect or outstanding attendance, special dinners, reserved parking spaces and other incentives can help employees to be conscientious about their attendance. (7) **Supervisory training.** Employers are sponsoring absenteeism workshops to teach supervisors how to deal with the problem. (8) **Employee benefits.** Companies can offer qualifying benefits to fit in

with time worked. (9) **Love.** "Start loving your employees," says Lawson. "Don't just say it, show it"—through more praise and recognition and by being available to talk to employees about their problems.

(Lawson's guide is available from the Dartnell Institute at 4660 Ravenswood, Chicago, Illinois.)

■ **American business is concerned over the rising tide of worker absenteeism,** according to a recent article in the monthly publication of the **Morgan Guaranty Trust Company.** The article stated that U.S. labor leaders such as I.W. Abel, President of the United Steelworkers, are becoming almost as alarmed with the situation as management. The bank's economist said that absenteeism helps to explain why the productivity rate in the U.S. has failed to keep up in the last few years with that of European countries and Japan.

The article noted that, although health conditions among workers were supposed to be high, absences for illness—real or falsely claimed—and for miscellaneous reasons have been increasing at an average annual rate of 2.8 per cent since 1967. The toll of absenteeism due to illness of workers, real or feigned, has grown 15 per cent since the early 1960s.

## EUROPE

■ Although Canadian cities appear able to keep their public service jobs adequately staffed—with the important exception of police forces—a **serious manpower shortage is crippling essential services in many cities of Europe,** according to **U.S. News and World Report.** Garbage is not being collected, bus and train services are being slowed or cut back, mail deliveries are being trimmed, and school hours are being reduced.

In short supply are street cleaners, garbage collectors, hospital maids and orderlies to do what Europeans regard as "dirty" jobs. But the shortage does not stop there: vacancies for firemen, policemen, teachers, ambulance drivers, transit employees and telephone operators are almost equally hard to fill. Britain, France, Italy, Germany and Switzerland are among the countries affected.

**The post office in London, England, for example, reports that it is short 3,000 workers—an 11 per cent gap in strength.** Police officials say they need 5,000 more officers to bridge a 20 per cent gap in the force. Even white-collar positions such as architect, civil engineer and public health inspector are going begging.

British experts list several **reasons for the lack of interest in public employment,** says the magazine. "Low wages paid to most groups in this field are a principal factor. Special allowances available for working in high-priced London, it is said, are now 'hopelessly' out of line with the current rise in the cost of living. The Government's anti-inflation rules prevent it from giving big pay raises to its employ-

ees. Another reason: the pool of immigrant workers is drying up, at a time when native-born workers are increasingly reluctant to take low-paid public jobs."

**In Switzerland**, however, working conditions, more than pay, are responsible for the manpower shortage. People are no longer willing to hold jobs that require overtime work or work on weekends, say employment experts. Among public services struggling with severe labour shortages are the post office and railways. About 24 per cent of trained post office positions in the Zurich area are vacant.

**One of Rome's major manpower problems** is a lack of employees for non-professional hospital jobs. **U.S. News and World Report** learned that Italian workers prefer factory jobs where pay is higher and working conditions are better than in hospitals. Hospital authorities fear that the situation will become critical in a few years.

**France's big cities** have trouble finding hospital and social workers, but there is no shortage of applicants for other careers in the public service. Immigrant workers, mainly from Algeria and West Africa, are taking over more and more of the "dirty" work like road building, street cleaning and garbage collection—jobs that Frenchmen disdain as relatively low-paying and unattractive. **West Germany** has adopted the same solution to the

dirty-job problem: it is employing foreign workers, who hold about half the garbage collection and street-cleaning jobs in German cities.

**U.S. News and World Report** notes that officials in **metropolitan Tokyo** were surprised early this year at the type of applicants they got for trash collection. There were more than eight applicants for each opening in this field. Most were high school graduates, a few had university degrees, and nearly all were stylishly dressed. "The explanation: starting pay for an 18- or 19-year-old was almost \$230 a month, plus five and a half months pay in annual bonuses—more than one third above the pay offered high school graduates for the average clerical job." Pay for nurses, however, is relatively low and nurses are correspondingly scarce. A shortage of firemen is blamed on low hazard pay, and a shift system of 24 hours on and 24 off.

**(In Canada**, many unskilled workers are available for the less attractive jobs. The explanation: unemployment has been high for years, working conditions have been improving, and increasing unionism in the public service area has brought higher wages. The police forces, however, appear to be having trouble recruiting.)

■ Agreement has been reached by the Ministers of the social affairs council of the European Economic Community to establish **a program of social action for the EEC**. But—to quote **The Economist**—it was a "decision to decide later."

The new social program contains 14 proposals to be submitted to the council this year. They include measures designed to: **enhance the quality of life and work; promote full employment; and bring about worker participation in management**. The measures—to be translated by the EEC Commission into concrete proposals for adoption over the next three years—include: (1) a resolution on equal employment opportunities for men and women; (2) equal pay for work of equal value; (3) harmonization of the legislation of member states concerning mass layoffs; (4) a 40-hour workweek by 1975; (5) four weeks paid vacation by 1976; (6) industrial safety legislation; and (7) benefits for migrant and handicapped workers.

Commenting on the proposals, **Industrial Relations Europe** noted: "Although Dr. Patrick Hillery [the Irish Commissioner] expressed satisfaction that the broad outlines of his program were accepted—and that items jettisoned from his priority list can be reintroduced on his own initiative—national delegates had certainly left their marks on what remained of the policy package.

"First bruises were inflicted by German representatives who refused to commit Community funds to new projects—and Hillery



was obliged (at least temporarily) to withdraw costly schemes for income maintenance during job retraining. Strong German reaction also weakened proposals for a migrant workers' protection system—thus piercing to the very heart of the Commission's social action program. The Germans demanded a clear distinction between migrant workers from member states and those from outside the EEC.

"British opposition to proposals for a 40-hour week and a four-week paid vacation piled up another tactical defeat. (The Confederation of British Industry had, incidentally, been forced into the self-conscious position of pressing its point of view in the face of the TUC's continued boycott of EEC proceedings.) A slowdown on work and pay changes was advocated to cover the present period, and until such time as the economic emergency had eased up. Hillery's real opponent in getting Community priorities through the council this year will be national priorities caused by worsened inflation caused by worsened implications of an energy-short world."

■ The Commission of the European Economic Community has recommended to the Council of Ministers that a **European Foundation for the Improvement of Living and Working Conditions** be created to "contribute to the design and establishment of living and working conditions that are more in accordance with man's aspirations."

The Foundation will co-ordinate, direct and finance studies; promote and carry out pilot experiments; broaden the exchange of ideas between experts in economics and social science through conferences and seminars; assist in the application and dissemination of knowledge; and co-operate with specialized institutes and bodies in non-member countries.

The Foundation will be concerned with such issues as the long-term aspect of ecological problems, urban renewal, family and health problems, as well as the organization of work, job enrichment, and worker education.

## ILO

■ **Signs of discontent among European workers** are increasing despite average real wage increases of more than 40 per cent over the past decade, according to the recent ILO report, **Some Growing Employment Problems in Europe**. The report went before government, employer and worker delegates at the **Second European Regional Conference of the International Labour Organization** in Geneva, January 14 to 23.

Workers are dissatisfied with some types of unskilled, heavy, dirty or low-status jobs, and as a result migrant workers are being imported to fill these positions. This situation leads to other complications: although many

immigrants have a short-term goal for returning home, the largest single group has no definite time horizon. The primary concern of these immigrants is to make money, and to do this, they often take any job that is offered, hoping to change to a better one later. The job, however, puts the **immigrant at the bottom of the wage-status ladder**. Generally the immigrant has to lengthen the time he expects to stay and therefore the short-term immigrant becomes a long-term immigrant, and the way is open for a **vicious cycle of low-paid jobs, ghetto-like housing, and growing class or ethnic prejudice**.

The report pleads for a more flexible approach to the patterns of working life. It proposes that: (1) the situation should be made easier for mothers to start new careers when their children reach school age; (2) rigid retirement ages should go; and (3) ports of re-entry into the labour force for dropouts should be provided. It suggests that the **labour force of the future is going to be more fluid** and that administrations must adapt to the situation.

Europe's labour force is growing at less than one-third the world rate but the continent's education rate is rising much more quickly. When only a small elite went to university, they could expect high-status jobs after graduation. Now, in view

of the numbers going to university, **a degree can no longer be a passport to a top job.** But students still believe it is, and the system behaves as if it were. This leads to a **waste of human resources** and to deep frustration in many Western European countries. East European countries have avoided these problems by limiting admission to the number of jobs planned for graduates, but this device raises problems of its own. In many countries the problem will rapidly worsen if nothing is done.

**The report favours the systems of recurrent education.** In other words, more would go straight into jobs, and take up **higher education only later, as and when they need it** for the next stage in their careers.

**A common concern** among West European countries is how **to insulate workers from fluctuations in employment.** To help workers be mobile, occupationally or geographically, France, Sweden and the Federal Republic of Germany have instituted programs in this area.

Delegates to the regional conference called on European governments that have not already done so to ratify the ILO's Employment Policy Convention (No. 122) and to pledge themselves to work for full, productive and freely chosen employment. They also requested ILO case studies on ways in which jobs might be transferred to the countries from which migrant workers come, and on ways in which migrant workers can be resettled in jobs in their home countries.

A new approach to ways of making working life more flexible was advocated by the Conference, which emphasized that **the rigid school-work-retirement patterns of the past no longer meet either the needs of the people or those of the economy.** Bound up with this problem is the need to achieve true equality for women at work. Delegates thought the ILO could help promote such an approach by looking into the methods used by various European countries **to help workers change jobs as they grow older**, linking education, training and employment in an arrangement that would allow for **alternating periods of work and study during the whole of a person's working life.**

Another area of discussion was the humanization of work, **democratization through participation**, in response to a need felt by modern man to exercise greater control over the institutions and structures that, to a great extent order his daily life. The first condition for such advance would have to be full recognition of trade union rights and of the right to collective bargaining.

Because each type of society is trying to find its own path to a solution of the problems posed by the need for greater democratization of work, exchanges of experience in these areas would be useful. Consequently, the ILO with the help of the Government of Norway, will be organizing a symposium for this purpose next August in Oslo.

At the close of the conference the 369 delegates and advisers, representing 28 countries, called for measures to protect the jobs and incomes of European workers threatened by inflation, changes in technology, and the energy crisis. They asked also that the ILO help Europe's governments, employers and trade unions to promote full employment policies, training and adaptation measures, and equality of treatment for underprivileged groups such as women and migrant workers.

The conference was attended by a number of Canadian observers.

■ **Francis Blanchard** of France has been elected the new **Director General of the ILO.** Blanchard, 57, has served for 23 years with the international agency. He succeeds the late Wilfred Jenks of Britain, who died last year.



**Francis Blanchard**

## FRANCE

■ One of the longest and strangest labour disputes in the history of France ended late January when a solution was at last found to the seven-month siege of the Lip watch company in Besançon. **L'affaire Lip—an innovative departure from the norms of industrial relations practice**—revolved around the **workers' struggle to keep their jobs** by fair means or foul, and **challenged the employer's right to dismiss them.**

It was in June, 1973 that 1,300 employees at France's largest watch-making concern took over the factory's production themselves—shutting out management—after an announcement by the company in April that it was virtually bankrupt and faced closure. Despite court orders to evacuate the plant, the employees continued all summer long to produce and sell watches direct to the public at wholesale prices, paying themselves out of the proceeds. Their argument: management had proved itself incompetent.

The experiment in self-management came to an abrupt end, however, in mid-August, when the para-military national police ousted the employees and closed the plant. Although there were no arrests, the workers were accused of embezzling company funds, stealing company property (they had taken a large quantity of stockpiled watches and hidden them as their "war chest"), and being in open contempt of court.

Undeterred, the workers set up in a nearby gymnasium donated by the city government, which viewed the workers' "revolution" with unconcealed approval. As the fall wore on, the French Government sent in mediators while searching for someone to run the company and to reinvigorate it. Bargaining began, was broken off, and began again and again.

"At the outset, Lip caught the public imagination in a way that nothing had done since the student riots in May, 1968," observed **The Economist**. Messages of solidarity poured in from across the country; massive demonstrations and wildcat strikes were called in sympathy with Lip employees; general public, press and church were unanimous in their support. Even top Gaullists like Edgar Fauré, President of the National Assembly, spoke out in favour of the men. The fate of a relatively small firm had developed into a nation-wide issue. But **the interest and excitement generated during the early months of the workers' crusade gradually dissipated**—killed by the passing of summer, the fickleness of public opinion, and the all-dominating energy crisis.

The agreement signed in January fell far short of the workers' original demand that all 1,300 of them be rehired with no cut in pay. Only 300 of the 950 employees still out of work were taken back. Another 200 will be rehired later, probably by July, if sales progress satisfactorily. For the remainder, there will be the prospect of nine months retraining with full pay and first refusal of any jobs that come up.

The Government's proposals in October for the prompt rehiring of 942 employees would have given the unions a better deal, but they rejected the plan. "Everybody or nobody," remained their demand. Although the Government was prepared to employ almost all the Lip workers in a company in which the state would have held an important stake, "the unions have probably been wise to hold out," commented **The Economist**. "Instead of becoming involved in a charity operation that had little future, they have now got some of France's top industrialists in charge."

The idea for the last-minute rescue operation came from Antoine Riboud of BSN and Renaud Gillet of Rhône-Poulenc, who reportedly represent the liberal wing of the French industrial establishment. They have set up a holding company in which Lip's former leading shareholder, Ebauches, holds 34 per cent, French banks, 16



per cent, and private French industrialists, 50 per cent. The company was given a financial transfusion of \$15 million, including \$3.75 million from the Government as a straight subsidy.

The Lip affair established a first in French industrial history: it was a unique experiment in worker control, it involved off-beat tactics, it was illegal, and it won nationwide sympathy. "But the real importance of Lip," said **The Economist**, "is that **both the Government and management have been forced to take the human consequences of redundancies into their plans.**" As a result, the worker's "right" to his job now stands firmly alongside his employer's "right" to dismiss him.

■ In an **attempt to bridge the gap between capital and labour**, the Government of France has made proposals to industry that would allow employees to buy at subsidized rates up to 3 per cent a year of company shares.

To encourage the purchase of company shares, an employee can offset against income tax up to about \$600 worth of shares bought in any one year, or the company could grant its employees up to \$600 a year in tax-free bonuses that would be invested in company shares.

The government's proposals follow the distribution of shares in a number of state-owned industries, such as Renault, as well as state-owned banks and insurance companies.

## WEST GERMANY

■ The West German Government agreed in February to **an 11 per cent wage hike demanded by about two million public service employees**, thereby ending three days of selective strikes that crippled the country's transportation and postal services. The unions' initial demand was for a 15 per cent increase. The Government's "final offer" before the strike was 9½ per cent. The stoppages, involving more than 200,000 employees, were the most serious that West Germany has ever experienced in the public sector.

■ **Does the prestige and pride of sitting on supervisory boards result in reduced interest on the part of employee representatives in pursuing union objectives?** The answer appears to be "yes," according to a committee of experts set up by the German Metalworkers Union, I.G. Metall, to evaluate experiences stemming from the 1972 Industrial Constitutions Act. The committee is urging I.G. Metall to insist that future boards contain representatives of unions quite apart from union members chosen by their co-workers.

The results were similar to a study published two years ago dealing with the problem of what happens when Works Council members become too "permanent" in their job.

## IRELAND

■ The idea of **worker participation in company policy appears to be taking a firm hold in Ireland**, where a joint working party of the Employer-Labour Conference has proposed that work councils be set up in all enterprises with 25 or more employees, and that these councils serve as a foundation upon which to build full industrial democracy.

But what would Irish industrial democracy be like? The January number of **Industrial Relations Europe** observed that "in Dublin recently, an Organization for Workers' Democracy—functioning outside the Irish Congress of Trade Unions and the Labour Party, but composed of active trade unionists—was formed to ensure that a far-reaching version of industrial democracy be applied to this country."

**The Organization seeks worker participation through a system operated by the trade unions—**whose influence would be a continuing factor in decision making—and it has asked the Labour Party to select a standing committee on industrial democracy, and the ICTU to organize supportive educational programs. (Michael O'Leary, the Minister of Labour, has taken a divergent line; he is equally determined that worker-directors be elected directly from the workforce as a whole.)

The Organization wants legislative provisions "to safeguard workers against the abuse of employer-sponsored workers' representatives being nominated and

elected to management boards." O'Leary had earlier committed the National Coalition Government to worker participation.

## BRITAIN

■ A vote early in February by an overwhelming majority of Britain's 260,000 coal miners for a national strike to support their pay demands precipitated the British election of February 28, which led to the formation of a minority Labour government. It was the second such strike in two years.

The coal miners, who had cut Britain's coal production by about one third by refusing to work overtime since November, rejected an appeal from Prime Minister Edward Heath for an election truce and decided to push ahead with their nation-wide stoppage on February 9.

Deciding to go to the polls 17 months before the end of his five-year mandate, the Conservative leader **made union militancy a central issue** in the bitterly fought election campaign.

■ A Canadian-owned company, General Aviation Services, which has a branch in Britain, has the distinction of being the **first company in that country to sue a union for compensatory damages under the Industrial Relations Act**. General Aviation Services, which provides airport support services in Canada and through subsidiary companies in the United States, launched a claim for damages against the Transport and General Workers Union.

Britain's Industrial Relations Court has found the TGWU liable, but has not as yet assessed the amount of damage to be paid.

There have been contempt decisions against unions by the National Industrial Relations Court and claims by various individuals against specific unions that they have been mistreated under the Industrial Relations Act, but this is the first time that a Canadian company has been involved. Previously, both unions and management in Britain have shown a reluctance to use the mechanisms of the National Industrial Relations Court, preferring to deal with each other outside the Act.

## BELGIUM

■ Belgium is headed for a **shorter workweek** on the advice of the Conseil National du Travail (CNT) which met recently to draw up guidelines for collective agreements regulating hours of work. As a result, Belgian workers will have progressively shorter hours leading toward a generally applicable 40-hour week by January 1, 1976 at the latest.

The new time-scale chartered by the CNT is regarded as supplementary to existing contracts, which in many cases are ahead of guidelines, but are binding on employer and union under the terms of a 1968 Act.

# 50 YEARS AGO

With a view to establishing an **improved system of unemployment insurance in Britain**, Sir Montague Barlow, the Minister of Labour, addressed a letter to the National Confederation of Employers' Organizations, and to the Trades Union Congress General Council, inviting their co-operation. In response, the NCEO prepared and issued a report that set forth its opinion and recommendations for the further development of unemployment insurance. This report was reviewed in the April 1924 issue of **The Labour Gazette**.

The report is of particular interest, not only because it embodies the opinion of the representative organization of employers in a country

most severely affected by unemployment, but also because **the proposals contained fully affirm the principle of insurance**, and make some novel and constructive suggestions for its improvement. Students of the problem of insurance will find interesting arguments dealing with technical aspects, such as insurance by industry, amalgamation with other forms of insurance, and relative contributions of the state, employers and workers.

Dealing with the suggestion that compulsory unemployment insurance could be developed in such a way that **each industry might have its own scheme**, the report urges that this **would lead to considerable loss of economy in administration**. Compulsory insurance by industries, is, in any event, quite impracticable on any comprehensive scale. There would be considerable difficulty—in many instances insurmountable—in the strict demarcation between industry and industry. A substantial proportion of workers move from industry to industry; there is also a substantial



proportion of workers for whom there is no trade organization, and there are large numbers of workers in seasonal employment and casual employment.

The report stated also that, from the financial point of view it would not be practicable for even every well-organized industry to have a workable scheme. The **industries that depend upon world markets suffer severer fluctuations than home trades.** An industry having severe trade fluctuations could not offer the advantages given in an industry with low fluctuations. Disparity between contributions or benefits would create unrest.

The segregation of industries has, in addition, serious faults on the grounds of a general principle of averaging. All industry is interdependent; although few can go on prospering indefinitely unaffected by every other, the incidence of depression and unemployment may fall unequally. **Unemployment insurance, if it is to be compulsory, should be universal and uniform.**

The report continued: "The necessity for the whole industrial population standing together upon a uniform basis is considered to be paramount, and it is held that even the policy of allowing industries to

'contract out' of the general insurance scheme should be discredited. Supplementary schemes should, however, be encouraged. The opinion is furthermore stated that **unemployment insurance** is not in any way a preventive against the fact of unemployment, but it is **an expedient for making provision for the worker against the normal risks of industrial life.**"

The report urged "the importance of discontinuing the emergency measures on which, it is understood, £75,000,000 have been expended during the past two and a half years, and of placing unemployment insurance once more on a permanent basis. The proposals for a future national scheme of compulsory insurance contained a recommendation that the State's contribution, instead of being a little over one fourth of the total contribution, should equal that of the employer and worker."

The report concluded: "The importance of further development of the employment exchange system, and the administration of unemployment insurance, should devolve entirely on these exchanges. The hope is expressed that the system of employment exchanges will have the effect of enabling the authorities, to some extent, to guide a new generation into the trades that are not overstocked and not declining. **The suggestion that unemployment insurance should be amalgamated with other social services** such as health insurance, workmen's compensation or old age pensions, **does not meet with approval.** The National Confederation of Employers' Organizations expresses the view that, whatever may have been the defects of the emergency measures initiated by the British Government, the experiment of compulsory unemployment insurance, as initiated in 1911, cannot be adjudged a failure in itself. On the contrary, experience since 1911 has proved that it is practicable in normal times to make provision by way of insurance for assisting the bona fide workman over periods of temporary and unavoidable unemployment."

(Editor's note: See "The Pros and Cons of Unemployment Insurance," on p. 291, for a debate on the same subject in Canada today.)

## Arbitration in Essential Industries

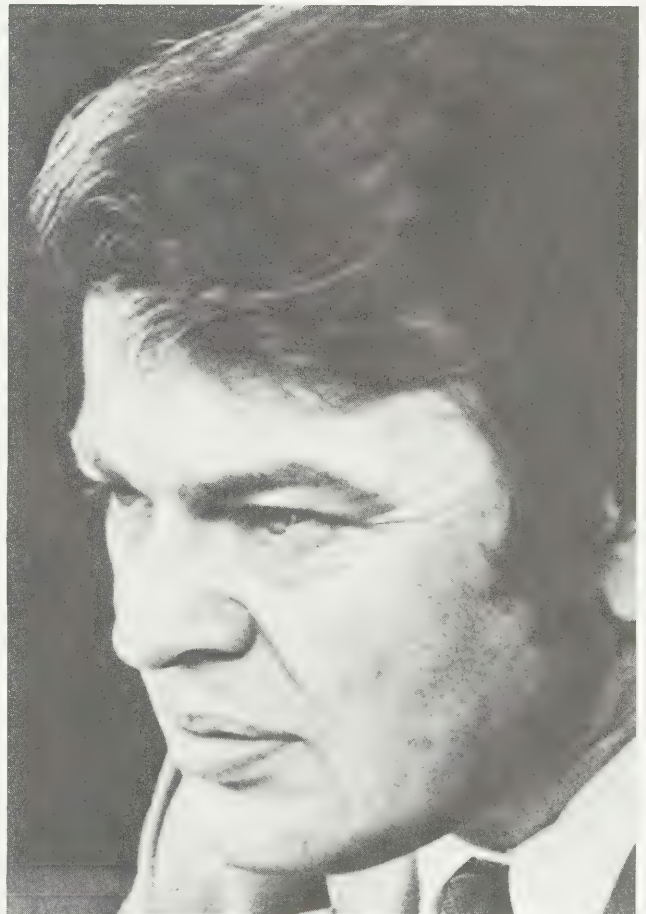
# THE ALTERNATIVES TO CONFRONTATION ARE THE RESPONSIBILITY OF UNIONS AND MANAGEMENT

BY HON. JOHN MUNRO,  
MINISTER OF LABOUR

Because employers and employees have both common and divergent objectives, conflicts of interest inevitably arise from time to time. When these conflicts occur, labour and management resort to collective bargaining, which is the accepted procedure for resolving such differences.

**Despite what the media would have us believe, collective bargaining has had a successful record** in promoting harmony and stability in Canadian industrial relations. For every union-management dispute that culminates in a strike, there are dozens more that are settled peaceably. Despite the frequency with which they seem to hit the headlines, **strikes are not the main cause of lost working time.** Everyday labour turnover, and absenteeism owing to illness and accident, cost Canada's economy far more lost time than do strikes.

Recently, however, the number of conflicts between employers and employees has increased, partly because of changes in the general economic climate. Continuing inflation has spurred both employers and employees to entertain **unrealistic expectations that have led to excessive pressures on our collective bargaining system.** The consequence has been that several strikes that have occurred in the last few years



JOHN MUNRO

**have aroused public indignation.** The problem is not peculiar to Canada, for many industrialized countries are losing as much, or far more, working time because of industrial disputes. This would then, appear to be an appropriate time to review our current labour problems, and to outline the ways in which I and the Department are tackling them.

There is no universal panacea that will produce industrial peace once and forever, but I believe that it is essential for us to **maintain a willingness to experiment with new ideas.** Over the years, we have taken many steps to make collective bargaining work more efficiently and with fewer disruptions. Still others will be taken. Each of the methods we have tried has merit and value; some of them work in particular settings, but not everywhere, and not always.

Demands for the **conciliation and mediation services** provided by the provincial and federal Governments have increased in recent years. The "peacekeeping" function has been developed and emphasized. For too long, conciliation services tended simply to react to crises—acting only after negotiations had broken down, and when the parties in dispute had become entrenched in their positions. Today, the **emphasis is on prevention.**

A vigorous **new policy of preventive mediation** was adopted by the Canada Department of Labour in January 1970. Specialists possessing knowledge of a specific industry, and skill in mediation, were charged with maintaining continuous contact with the parties in dispute. The research resources available to these specialists were expanded. In addition, their role became much more active: not only do they assist labour and management during negotiations, but they have also **helped to eliminate some of the issues of contention during the closed period of a contract.** That these innovations can be effective was demonstrated by the successful negotiation of railway settlements in 1968, and again in 1970.

But, because what works well one time in one situation may not be successful a second time or under different conditions, disputes in the so-called "essential services" have suddenly become matters for public debate. To conduct itself responsibly in that debate, **the public should try to understand and accept the fact that strikes, and the threat of strikes are an integral part of the dynamics of a democratic collective bargaining system.** It is equally important that the public be assured that effective measures are available, and will be used whenever necessary to prevent the dislocation caused by emergencies.





More and more frequently, the public is asking for a definition of what constitutes an "essential industry." **We could argue that there are emergency situations, rather than essential industries.** Not long ago, in London, England, burned-out traffic lights were not replaced, and traffic ground to a halt. The reason? The light-bulb changers were on strike. Would anyone, before the event, have defined light-bulb changing as an "essential industry"? Or, here in Canada, **who would have defined elevator construction as an "essential industry"?** Nevertheless, a national strike in that industry tied up an estimated \$800,000,000 worth of construction across the country, created serious problems in hospitals and nursing homes, and caused great inconvenience for many people.

These illustrations should suffice to demonstrate that, before we can settle on a definition of "essential industry," we must take into account a number of variables. **If we try to define what industries are essential, where does the list end?** It is difficult to determine, in advance, in what industry, or at what stage of events, a strike should be prohibited or terminated. The length of a strike, the extent of disruption, the public interest—these are all critical factors. Some of the long-standing anomalies in the railway industry may be corrected by the recent Hall award, thereby helping to reduce the stigma usually associated with the arbitration process. But I want to emphasize again, that no one policy or procedure works with uniform success; flexibility of approach is essential.

**The decision to stop a strike should be made by Parliament alone—and only when Parliament is satisfied that an individual right has become a public wrong.** Even if the right to strike were to be permanently withdrawn, this step provides no assurance that strikes will not occur. Despite the complex system



of labour courts and compulsory arbitration in **Australia**, for example, **the number of illegal strikes there during a one-year period has sometimes exceeded the annual total of legal strikes in Canada.**

Because of these factors, then, it is the policy of the Government of Canada, that, when the public interest is threatened and it becomes mandatory to halt a strike and impose a settlement, it is Parliament that takes action. For each eventuality, special legislation must be developed and proposed to Parliament. For the historical record, it is worth noting that, **since the inception of the Industrial Relations and Disputes Investigation Act in 1948, Parliament has had to act on only nine occasions to terminate a strike in the public interest.**

Southam News columnist Charles Lynch has expressed sympathy for the suggestion that Canada adopt the emergency "cooling-off" provisions contained in the Taft-Hartley Act of the United States. Under these provisions, strikes considered injurious to

the public interest may be postponed for a 60-day period, a step that allows federal mediators and conciliators the time they require to aid in obtaining a settlement.

What those who expound this viewpoint don't seem to realize is that **Canada's compulsory conciliation procedures already provide a "cooling-off" period.** Before a strike or lockout may legally take place, three steps must be taken: (1) the disputing parties must inform me in writing of their failure to reach an agreement; (2) I am then obliged to provide them with conciliation services within 15 days; (3) only after an additional seven days have elapsed—subsequent to release of the completed conciliation report to me and to the disputing parties—can a strike or lockout be called.

**The alternative suggested** in almost all proposals to end the right to strike **is arbitration of industrial disputes**, an approach that cannot be lightly dismissed. In some foreign industrial relations systems—Australia's, for example, arbitration is a permanent feature. Arbitration may be adopted voluntarily when labour and management agree to accept the award of a third party. There have been cases in Britain in which such awards have not been binding, but have resembled what we would regard as recommendations. The advantages and disadvantages of these variations on arbitration are still being debated.

**But voluntary arbitration has not been widely adopted, even when the parties in dispute have been free to make that choice.** Labour movements are almost invariably opposed to the restrictions involved, because they believe generally that the social changes they seek will not evolve through the arbitration process. They regard the strike as their ultimate weapon. Management, too, balks at the idea, because it fears the loss of its managerial and cost control prerogatives.

**Compulsory arbitration** as a means of settling disputes **is not widespread in countries that employ the collective bargaining process.** It has been used primarily during wartime or other national emergencies, when the right to strike has had to be temporarily withdrawn, and also in situations affecting limited groups of employees.

**The criticisms that have been directed against arbitration—voluntary or compulsory—deserve examination.** Foremost is the argument that arbitration would damage the collective bargaining process itself. There is no denying that bargaining would be inhibited if one of the contenders could convert the process into advocacy before a third party. Should an impasse be reached, either labour or management will almost certainly decide that it might get a better deal by resorting to an arbitrator. Management or union negotiators might also use an arbitrator to settle internal or





embarrassing conflicts, converting him into a scapegoat at the expense of genuine solutions to hard problems. There is also the possibility that both sides might stalemate at unreasonable extremes, leaving it up to the arbitrator to split the difference.

Matters of equity must be considered as well. An arbitration award judged inequitable by either party will not ensure that the goods and services of the nation will be produced without disruption. Neither a company straining financially to meet a wage award it considers excessive, nor a union grumbling over working conditions it considers intolerable, will ensure industrial good will.

**There is also the key question: Who is to arbitrate?** The possibilities include: single arbitrators (with or without advisors); majority decisions by a panel or board; judicial decision by a court; or a referendum or poll of the electorate. Questions of timing and

terms of reference also arise. Is a qualified arbitrator available? At what stage of a dispute should he be appointed or imposed? Should his powers be narrowly or broadly defined? Wisdom will always be a scarce commodity; and the work schedule of a good arbitrator can be almost impossibly demanding. Yet, in order for awards to be productive, the arbitrator must have the time, the competence, and the detailed knowledge required to analyze, and pass judgment upon, the basic problems of each dispute.

**Ultimately, we arrive at the broader question: How much regulation is enough?** If wages and working conditions are to be subjected to arbitrary controls, might there not also be a case for similar regulation of prices, profits and rents? In a system that professes to be free and democratic, these considerations must always be taken into account.

In this context, I would like to discuss certain **arbitration proposals currently attracting public attention in North America**. One of these is called, variously, "final-offer selection," "fixed choice," "best offer," or "all-or-nothing" arbitration. Skeptics of the concept are inclined to refer to it as "Russian roulette." The name changes, but the basic idea is clear: The arbitrator has to choose, as his award, the final offer of either union or management—and he must choose the one he regards as more likely to produce a reasonable settlement.

The theoretical purpose of this procedure is to limit the adverse effects that arbitration is reputed to exert on the collective bargaining system. The premise advanced is that, by **compelling management and union to make their bargaining offers reasonable**, the likelihood of voluntary settlement is increased. Because the arbitrator's award may neither omit nor change any items in the final offer, the prospect of



being saddled with the other party's offer tends to considerably enhance the reasonableness of the proposals made by both sides.

Some variations of this procedure permit final offers to cover only those items still in dispute, rather than the total contract package. Others provide for forms of mediation and item amendment while a dispute is under arbitration, but before the award is made. Still others call for an item-by-item award, whereby the arbitrator breaks the package down, awarding individual items on the basis of each party's last offer.

Although it is not new, the **"final offer" concept** is of current interest, and has appeared in proposed legislation both in the United States and in one Canadian province. It is reported to have been tried, briefly and unsuccessfully, in Germany in the 1920s, and more recently, in Victoria, Australia. Two municipalities in the U.S. have experimented with it, as has the University of Alberta in negotiations between its Board of Governors and academic staff.

The question can be legitimately raised: **Does the "winner-take-all" principle make for discontented losers, unwilling to live with what they regard as an unworkable contract?** Frustration is no basis for industrial peace. A workable agreement is a set of agreed compromises, and if an arbitrator is forced to select between packages, he is in no position to assist in compromises. To have to select only between unresolved items may be to ignore the realities of bargaining and trade-offs, and to approach a satisfactory package only by chance.

Another interesting suggestion also goes by several names: "non-stoppage," "semi-strike," or "statutory strike." Under this arrangement, **work is continued during the period in which a strike could be expected to occur.** By suspending all or part of their rewards through the use of accounting techniques, the

pressure to settle is forced on the parties. In effect they would be fined; but the proceeds might be donated to some community development, the payments continuing until the parties reach an agreement.

This idea was tested during a municipal transit system dispute in the United States in the 1960s. When passengers insisted on giving tips to the drivers however, the company withdrew from the agreement. It may be that the concept sets up somewhat unrealistic situations, in which case it is not difficult to appreciate the problems involved in agreeing on the appropriate fines, let alone compounding them by making the process compulsory.

**Another concept would guarantee a minimum wage increase of perhaps 2 or 3 per cent,** applied in tandem with some form of voluntary binding arbitration. The increase would become effective automatically when a contract expired, and might act as a hedge against militancy or the catch-up demands of employees whose long-term contracts are expiring.

A variation of this concept was adopted as part of the voluntary arbitration agreement signed in 1973 between the United Steelworkers of America and the basic steel industry in the United States. The parties agreed that a guaranteed 3 per cent wage increase would be the minimum from which bargaining would proceed. The agreement was sweetened with a one-time \$150 cash bonus to each employee.

Bargaining talks were to be moved ahead by several months to allow the parties extra time to reach a settlement, but both parties had agreed that, if no settlement could be reached, a five-man arbitration panel would resolve any unresolved items. The experiment is to last for one round of bargaining; if successful, it might be extended for another three year period. Industrial relations specialists are following these developments closely.

In this review of the proposals that have been offered as aids or partial solutions to the problems of dispute prevention and settlement, I have considered it necessary to mention criticisms as well as merits. I have done so, not with any destructive intent, nor to dismiss these proposals, but rather to emphasize that

in matters of labour relations, there is unlikely to be an eternal blue sky just over the horizon. I repeat: **One concept may work once in a given industry at a given point in time; it might not work a second time, or in a different setting.** Collective bargaining is not a pure science like physics, in which the same formula always yields the same results.

Nevertheless, I believe it is essential to be aware of what is being tried in the dispute prevention and settlement field—not just in Canada, but in other countries as well. We have a willingness to experiment with new ideas; and we retain flexible and well-informed resources to deal with situations that are growing ever more complex. **My Department examines all proposals and experiments of the kind I have described.** We draw on all of these ideas when considering approaches to specific problems in the industries under our jurisdiction.

**All Canadians are aware of the chaos and disruption of railway services that took place last summer. The Department of Labour employed every known device to prevent that strike:** We applied the technique of early mediation, of conciliation boards, of outside mediators, and of direct intervention by me and the senior officials of my Department in a last-minute effort when the dispute came before Parliament.

Unfortunately, it was one of those complex disputes in which, for a variety of reasons, **the opposing parties were locked into such entrenched positions that a negotiated or mediated settlement was beyond their capabilities.** As a result, the country had to sustain a series of disruptive rotating strikes—and, finally, a full-fledged strike. That strike was ultimately terminated through the expression, by elected Members of Parliament, of the will of the people of Canada.



Machinery was then set up for final settlement of the dispute through the arbitration process; and I appointed, as arbitrator, the Honourable Emmett Hall, who, in my view, is one of the most eminent and humane jurists in Canada.

The awards rendered by Mr. Justice Hall were handed down on January 16. It is not my intention to comment on the merits or demerits of these awards, but I personally believe that **Mr. Justice Hall has corrected many of the anomalies** inherent in the complex railway wage structure, and that he has dealt fairly with certain issues—particularly job security—that have been the cause of frustration and militancy among railway employees. It might well be—and

I fervently hope so—that the Hall report will be considered a watershed for labour relations in Canada's railway industry.

The question naturally arises: If a fair and equitable settlement was brought about through the arbitration process, why did the parties not avail themselves of that process without subjecting the country to a national rail strike? There are likely many answers—all of which I intend to pursue later with labour and management in the railway industry; but I suspect that one of the reasons is that voluntary arbitration has never been tried in that industry.

**I can readily sympathize with the reluctance of labour and management to agree to voluntary arbitration of a labour dispute.** On the union side, leaders might fear that their membership would accuse them of lack of militancy. I think it is also fair to say that the word "arbitration" has been stigmatized over the years in trade union circles. Many of my friends in the trade union movement are unable to use the word "arbitration" without inserting the prefix "compulsory."

On the management side, arbitration is frequently viewed as repugnant, because management believes that, in a negotiated settlement, they have the right to say "no" when they judge that costs are prohibitive, or when they sense an infringement on their managerial prerogatives in certain contract areas.

The point is: Does it take a national railway strike, and the expressed will of the public of Canada, before arbitration is acceptable to workers and corporations in any given dispute? I would hope not. I would further hope that we now have enough sophistication and maturity in the field of industrial relations in Canada to continue to experiment and innovate in techniques for dispute settlement. I say that **the prime responsibility for such experimentation and innovation rests squarely with labour and management.**

I must reiterate that **I am opposed to permanent compulsory arbitration**—even in so-called "essential industries." **I am not opposed to arbitration on a voluntary basis** as one of the tools or techniques of dispute settlement. Voluntary arbitration can be applied in many forms and variations. We have had situations in which, during mediation, the parties were completely deadlocked, or entrenched, on one unresolved issue. Our mediators have suggested—and the parties have accepted—voluntary arbitration of that one unresolved issue. Parties could agree, before negotiation, that issues unresolved through negotiation or mediation could be resolved through voluntary arbitration.

We all realize how closely the railway industry is meshed with the economic lifeblood of Canada. If you have any doubt on this point, you have only to read the newspaper articles and editorials published from coast to coast when there is a railroad strike. Together with officials of my Department, I intend to have serious discussions with railway management and labour concerning some of the matters I have put forward here. **My hope is that, as a result of these discussions, labour and management will accept the responsibility and the onus I intend to place on them to come up with alternatives to confrontation.**

(The foregoing article by the Minister of Labour, and the article on p. 263 by Ed Finn, are the first in a series titled, "Arbitration in Essential Industries." Invitations to participate in this series have been extended also to: J.C. Anderson, Vice-President, Industrial Relations, Canadian Pacific; George Lach, Vice-President, Personnel and Labour Relations, Canadian National Railways; W.H. Wightman, Manager, Industrial Relations Department, The Canadian Manufacturers' Association; John Crispo, Dean of the Faculty of Management Studies, University of Toronto; and Paul Phillips, a professor with the Department of Economics at the University of Manitoba.)



## Arbitration in Essential Industries

# ARE THERE WORKABLE FORMULAS FOR ENSURING INDUSTRIAL PEACE?

BY ED FINN

The arbitration award handed down by Mr. Justice Emmett M. Hall, QC, on January 16 climaxed a marathon 14-month dispute between 17 railway unions and the country's major railroads. It had been a running battle, punctuated by futile conciliation and mediation efforts, a month-long series of "selective" strikes, a national railway shutdown, the enactment of back-to-work legislation at a special session of Parliament, and several months of intensive arbitration hearings.

Although it was an imposed settlement, **the Hall report** provided the basis for a new two-year agreement that was acceptable to the majority of railway workers. The report has been rightly acclaimed as a



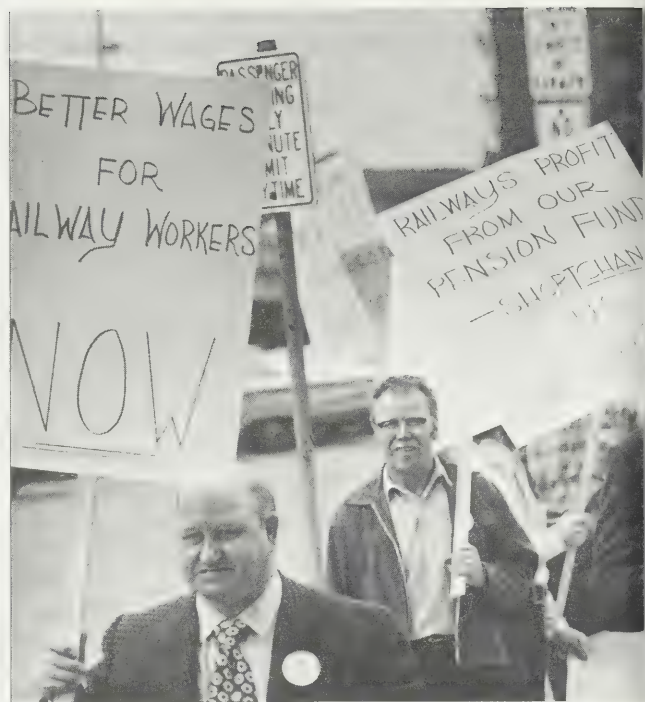
landmark decision, a truly historic document. Not only did it settle the immediate conflict, but it also **laid the groundwork for more rational labour-management accommodation in future rounds of railway bargaining.**

Hall established important guidelines and precedents that will be of inestimable value to the architects of future rail labour contracts: He confirmed the **right of workers to be fully protected from the income-eroding effects of inflation.** He asserted the **right of workers to share proportionately in the gains of rising productivity.** He **agreed with the principle of pay parity** between workers providing essential services and those in comparable jobs in other industries.

And he **dismissed the companies' perennial inability-to-pay argument.** Concerning that argument, he stated unequivocally that "the use of the railways as an instrument of national policy requires that it should be the nation as a whole, not the employees of the railways, that must absorb any deficit that may occur." **The employees, he added, cannot be asked to subsidize the railways' operations by accepting substandard wages.**

In the wake of the Hall report, Labour Minister John Munro has voiced the hope that, from now on, it will not take a national strike and the intervention of Parliament to produce satisfactory wages and working conditions for railway workers. **Munro has suggested that unions and management in the industry should experiment with voluntary arbitration** as a means of resolving bargaining deadlocks.

**Acting Deputy Minister Bill Kelly, a former rail union officer, has proposed a combination of mediation and arbitration techniques**—an arrangement that would involve arming a mediator with the powers of an arbitrator in the event that he could not devise a voluntary agreement. In an address to the 10th Annual



Labour-Management Conference on Collective Bargaining and Labour Law, held at Tucson, Arizona in January, Kelly explained the combination concept in some detail.

**"The only power a mediator has is the power of persuasion,"** he said. "There have been times when I have persuaded the parties in a dispute that the compromise I was suggesting was in the best interests of all concerned. They would inform me, however, that **although the suggested compromise was acceptable to them, they could not sell it—either to the company board of directors, or to the union membership.** When he is faced with such a situation, what can a mediator do?

"By combining the mediation and arbitration processes," Kelly continued, "we might develop a technique that would prove useful in certain types of disputes—and I would like to see further experiments in this direction. When the disputants arm a skilled

mediator with the powers of an arbitrator—in what has been described as the ‘med-arb’ concept—they give him the muscle to cope with situations such as I have just described. The most important factor in this concept is that **labour and management would still have the initial opportunity to conduct the bargaining process, and would resort to voluntary arbitration only if they reached an impasse in negotiations.**

“It seems to me,” Kelly added, “that there is great potential for this technique in situations in which the two parties realize that a strike would have severe adverse effects on the economy of the country, or the community, and would inflict more punishment on the public than on the parties to the dispute.”

Munro and Kelly have since been discussing with both railway union and management officials the prospects of adopting **some form of third-party adjudication** to avert future conflicts and strikes. Hall himself has stated that he would like to see his report serve as a model for the settlement of any further rail labour disputes through voluntary arbitration.

Implicit in these proposals is the assumption that **the traditional collective bargaining system cannot be relied upon in the railway industry.** This is a fairly safe assumption, for when **the unions do not have the unfettered right to strike,** there can be no genuine negotiation. The rail unions have consistently been denied that right. Parliament has always intervened to prevent or terminate their strikes before the unions could exert the desired economic pressure on the companies. Knowing that the unions could never bring the full force of their collective strength to bear, the companies have had no reason—until the Hall report, at any rate—to fear a breakdown in negotiations. So their contract offers have been held to an unrealistically low level.

The unions have thus had a choice between two evils: (1) **they could accept the inadequate terms offered** by the companies; or (2) **they could call a strike they had no chance of winning.** The latter course had two advantages: It took the union leaders off the hook, politically, with their own members by transferring the blame for an unsatisfactory settlement to the federal Government; and it held out some hope that an arbitrator would be more generous than management in dictating contract terms. (This hope had been fulfilled even before the Hall report. The arbitration award rendered after the 1967 rail strike produced wage gains of 24 per cent over three years—considerably more than the companies were prepared to offer voluntarily.)

There is not much time left to find a better way to renew the collective agreements flowing from the Hall report. They expire at the end of 1974, and the Non-ops, the Shopcrafts, and the United Transportation Union will be submitting their demands for 1975-76 on October 1. **Unless an improved system can be devised** and agreed upon soon, it will be too late to prevent the unions and companies from starting down the rails toward **another head-on collision some time next year.**

No doubt reflecting majority public opinion, newspaper editorials across Canada have called for an end to the recurring cycle of bargaining charades in the railway industry, and to the threat of calamitous strikes that these entail.

“After three sad experiences with rail tie-ups,” **The Vancouver Sun** declared, “it is surely time that the parties were provided with more rational means of settling their differences without rancor and inconvenience. Cannot the wisdom of Canadian statesmen, and of labour and business leaders, devise a practical and fair way of preventing such crises from ever arising?”

**That is the question now being explored by Labour Minister Munro and his aides,** in consultation with industrial relations specialists in the unions, the companies, and the universities. It may seem to those not familiar with labour-management relations on the



railways that the task these specialists have undertaken is not a difficult one. But, in fact, it is a task of herculean proportions. The complexities involved in the bargaining structure of the railways are so enormous that they have never been fully grasped by most outsiders, nor by most rank-and-file rail union members. These complicating factors must be understood by anyone who wishes to discuss the recurring rail labour crises intelligently, and certainly by anyone who wishes to propose feasible alternatives.

**The first of these complicating factors,** and the one most publicized, is **the essential character of rail services.** Despite growing competition from trucking companies and airlines, the railways are still our most important mode of transportation, and the one the nation can least afford to do without. This essentiality handicaps both the railroads and their unions: It forces the companies to provide unprofitable services, "in the public interest," while curtailing their freedom to raise freight rates. And it deprives the unions of the right to withdraw their services long enough to make their strikes an effective bargaining lever.

The restrictions imposed on the unions are the more severe, for the companies can recoup most of their enforced losses from the Government in the form of special subsidies. But the unions have no redress,

other than to rely on the results of arbitration proceedings. Their only other option is to engage in massive civil disobedience—a course that they, being innately conservative and law-abiding, have so far shunned.

**The second complicating factor is the national scope of the railway negotiations.** It is relatively easy to negotiate a working agreement covering a few thousand workers in one locality; but when the employees affected number more than 56,000 and are spread over hundreds of communities in all 10 provinces and the Northwest Territories, negotiating a master contract acceptable and fair to all of them becomes truly formidable. Not only do these workers live in areas with vastly different wage and living standards, but they are also engaged in many different trades and occupations composed of literally hundreds of different classifications and wage rates.

It would be difficult enough to produce a satisfactory settlement for such a heterogeneous group under normal collective bargaining methods. But **when genuine bargaining is supplanted by a ritualistic charade,** as has been the case with the railways, **any hope of producing the required flexibility in a contract is unreal.** This situation explains why some groups of railway workers are much more discontented than others, and why rank-and-file unrest is more intense in some regions than in others.

(It has been suggested in some quarters that the answer to this problem is to **dismantle the national bargaining units** of the rail unions, and to **negotiate thereafter on a regional basis.** Sober reflection should be sufficient to indicate the flaws of that proposal. The rail labour force is already splintered along occupational lines; dividing it again geographically would produce chaos. Groups in various regions would strive to outdo each other. Dozens of new



independent unions would spring up, representing workers by province, or even by community. Strikes by such units in key centres like Winnipeg, Toronto, Montreal and Moncton could disrupt the whole national rail network. Under such conditions, the railway companies would be embroiled perpetually in disputes and operational interruptions somewhere in the country, and therefore could not maintain any continuity of service.)

**The third complicating factor is the multiplicity of employers and unions in the railway industry:** 11 companies and 17 unions. Again, the companies aren't hobbled by this division as much as the unions are, for most of the smaller lines are owned by the two giants, the Canadian National and Canadian Pacific. Internally, what they say goes. Moreover, the companies bargain as a bloc with all the unions, which are unfortunately split among four separate bargaining groups: Associated Non-ops (8 unions), the Shopcrafts (7 unions), the United Transportation Union, and the Brotherhood of Locomotive Engineers.

**This division among the unions** has led to internal bickering and rivalry, as well as to attempts at one-upmanship. It **has also encouraged the companies to engage in divide-and-conquer tactics**, thereby seeking to arrive at voluntary agreement with the weakest union group, and thus setting a precedent they hope the more militant unions will later be forced to accept.

Such tactics backfired badly in the last round of negotiations. An agreement reached with the negotiators for the Shopcraft bloc was overwhelmingly rejected by the members in a ratification vote. The members reasoned that they would be foolish to ratify a contract calling for a raise of only 13½ per cent over two years, when they knew that the other unions were holding out for more. Their rejection of the proposals of their leaders was vindicated when the settlement ultimately imposed by Parliament proved to be significantly higher, and the terms of the Hall award higher still.

**The rift between union leaders and their rank and file** is common, in varying degrees, to all the rail unions. This "confidence gap" is yet another complicating factor that must be reckoned with when proposals are being made to remedy the ills of railway bargaining. It would be futile to produce a "better way" acceptable to the union leaders, unless it were agreeable also to their members. Voluntary accord at the bargaining table between company and union officials is meaningless if it cannot be sold to the employees—if they cannot be persuaded that it is the best and fairest settlement obtainable.

This will be no easy chore. Resentment of the rank and file against inferior wages and working conditions, although directed mainly at the companies and the federal Government, is aimed also at elected union officers. **Most members don't understand the limitations placed on their leaders' bargaining abilities.** Even those who do are not much more tolerant of their leaders' failure to win more generous contract gains. In the jungle of industrial relations, results are what count; and no excuses, no matter how valid, can exonerate a union negotiator who fails consistently to satisfy the expectations of his constituents.

**The scope and complexity of railway negotiations deepen members' distrust of their leaders** by precluding direct participation by the rank and file in the bargaining process. The only input the members have is to submit their contract demands several months in advance—from which point they see those demands changed, combined, or dropped altogether as the various unions reshuffle them to produce a list of objectives common to all.

To this frustration is then added the vexation of having to sit on the sidelines for many months, not knowing what is going on in the negotiations, why



there are so many delays, and the negotiating committee is transmitting so little information.

Lack of communication with the locals is not entirely the fault of the negotiators. **An essential ingredient of bargaining is secrecy.** Offers, compromises, trade-offs and proposals are made tentatively, contingent on a complete package deal being agreed upon. Premature disclosure of such proposals could cause the talks to collapse. Because there is no genuine bargaining by the railways and the unions, it could be argued that no harm would be done by divulging events to the members as they happen. But if the ritual is to be performed at all, it can only be done by adhering to all the usual conventions. Besides, **mediators and conciliators** appointed by the Government **insist that the talks be kept confidential**, and invariably impose this restriction on both sides.

Another reason why union leaders can't communicate more effectively with the locals is that, for weeks on end, little or nothing happens; the companies and the Government are quite effective at stalling; and union negotiators also have good reason to drag their heels on occasion.

**In the case of smaller bargaining units elsewhere in industry, the rank and file can and do participate directly in negotiations.** The typical negotiating committee includes members from the plant floor as well as full-time union officers. So there is some insight by the members into the bargaining process, plus the opportunity to witness at first hand the performance of their negotiators. **In the railway industry, such a procedure just isn't feasible.** If each local of each of the rail unions were to have one representative on the negotiating committee, the committees would be so huge that the only place big enough to contain the negotiators would be the Montreal Forum.



So the actual talks, of necessity, are confined to full-time union officers. No rank-and-file member has ever taken part in rail bargaining, or has the faintest idea of how such bargaining—or, rather, its travesty—is conducted.

In view of these complicating factors, two questions have to be asked: (1) **Can collective bargaining, in the traditional sense, be made to work on the railways?** That is, can any reforms be made to ensure that the parties will arrive at voluntary settlements potentially capable of winning membership approval? (2) **If collective bargaining is unworkable in the railway industry, is there a satisfactory alternative** method of resolving labour-management differences that will assure railway workers of adequate wages and working conditions?

In order to answer question No. 1, we must understand why collective bargaining is not functioning as it should for the railways. We must realize, first of all, that collective bargaining is a process invented, and incorporated into legislation, for the benefit of the workers and their unions—not for the benefit of the employers.

Employers don't need collective bargaining rights. If there were no collective bargaining, employers would enjoy full control over their business operations and the revenues they generate, and be free to distribute those revenues as they wished. They would be free to pay their employees as much, or as little, as they saw fit. **From the companies' point of view, collective bargaining is really collective coercion;** if companies had their way, they would not be saddled with it.

**So the absence of genuine bargaining on the railways hurts the workers and their unions** much more than it does the companies. It has resulted in a steady decline in standards of pay and fringe benefits, thus enabling employers to keep their payroll costs much

lower than they would otherwise be. The Hall report has made a good start toward correcting these inequities, but there is every likelihood that a return to the rail bargaining travesties of the past would also mean **a return to substandard settlements.**

The reason for this is that **the railway unions**, unable to mount an effective strike that would not be cut short by Parliament, have no way of winning more generous concessions. Without some lever to counteract managerial resistance, they **can approach the bargaining table only as supplicants, never as equals.**

All of which is elementary, though it points to some obvious inferences. If collective bargaining is to be made workable on the railways, it can be done only **by achieving some balance of power between the companies and the unions.** That means either: (a) restoring the unlimited right of unions to strike, or providing them with a substitute weapon; or (b) penalizing the companies in some other way for failing or refusing to bargain in good faith.

The possibility that any federal Government would ever endow rail unions with **an unrestricted right to strike** can be discounted immediately. It will never happen; and everyone concerned knows it. On the contrary, it is **more likely that even the limited right to strike will be taken from them.** There is widespread support among MPs of all parties for the passage of legislation to impose **permanent compulsory settlements of rail disputes.** Many politicians have predicted that the 1973 rail strike was the last one that will ever be allowed to take place in Canada on a legal basis.

Illegal strikes, of course, remain a possibility—even a probability. But, unless motivated by a deep sense of injustice, they could not be expected to last long, or to muster the participation of most railway workers across the country.

The idea of a substitute weapon is intriguing. But what possible form could it take? In the context of prevailing labour laws, the sole recourse that unions have when dealing with an obstinate employer is the

collective withdrawal of the labour of their members. There are variations—slowdowns and rotating strikes, for example—but all of these are intended to halt or disrupt the employer's operations; and none appear adaptable by the rail unions, for as soon as they became effective, the ensuing economic disarray would trigger government intervention.

The attempt by the Non-ops last summer to bring the companies to their knees through **selective regional strikes**, without inflicting so much harm that the Government would be obliged to intervene, was **not successful**. It failed, partly because membership discipline started to break down after a month, but mainly because **the companies adapted to the strike rotations** by mass layoffs, by dropping their unprofitable operations, and by running the maximum number of trains during the non-strike periods.

It is a truism in the labour relations field that **free collective bargaining is possible only when employers have reason to fear the consequences of an impasse** more than the results of a peaceful settlement. The history of the rail negotiations drives home that lesson. **Having no cause to fear a strike** or the outcome of government action to restore rail services, **the companies have had no incentive to bargain in good faith**. They are not likely ever to do so—despite the relatively high costs imposed on them by the Hall report—unless they are subjected to an alternative form of pressure to replace the unions' illusory right to strike.

**The only agency powerful enough to exert that kind of pressure is, of course, the federal Government.** Presumably, the Government could arm-twist the Canadian National, because it is a Crown Corporation; but the prospect of that being done is remote.

If the federal Cabinet won't even compel Treasury Board to bargain in good faith with its own public service employees, it's hardly likely to whip the CN into line. Even if it tried to do so, it would still have the powerful CPR to contend with—and the CPR swings too much weight on Parliament Hill to be pushed around by anyone. If any corporation is beyond government influence in Canada, it's Canadian Pacific. Maybe some day some government will challenge CP's omnipotence; but it won't be over its neanderthal labour relations practices.

The CPR's approach to labour relations is the closest thing to "Boulwareism" on this side of the 49th parallel. (Lemuel Boulware used to be a negotiator for General Electric; his concept of collective bargaining was to make just one offer to the union on a take-it-or-leave-it basis, and then to refuse to budge one cent above it. If the union went on strike, his response was to outlast it, even if the strike went on for many months.) Boulware's extremely hard-line policy is still followed scrupulously by **CPR, which prefers to absorb the cost of a strike, no matter how steep, rather than concede a bargaining victory to a union.**

Although the CNR is the larger of the Big Two railroads, it is the CPR's hard-nosed approach that is reflected by company negotiators in the rail negotiations. CN spokesmen usually let the CPR dominate the talks, probably because they know that the CPR is virtually immune from political pressure. CN officials also argue persuasively with Cabinet ministers that, as the CN is in competition with CP, it should not be forced to incur higher labour costs than those faced by the privately owned line.

A suggestion made in the Commons by MP Paddy Neale was that **the CN-CP bargaining coalition be broken up to enable the unions to dicker with them separately**. Labour Minister Munro said he would consider the idea. It would be an interesting experiment, but it wouldn't really improve matters much. **Nothing could prevent the two big carriers from agreeing in pre-bargaining consultations on a common ceiling for their offers** to the unions. Nor would there be any guarantee that, even if the CN

caved in and conceded more to the unions, the CP would feel obligated to follow suit. CP President Ian Sinclair would probably welcome the chance for an all-out showdown with the unions, and—if the Government kept out of the dispute—might well emerge the victor from an endurance contest.

The **railway unions aren't equipped, materially or psychologically, for a prolonged strike. Few have strike funds**, and those that do have them pay striking members far less than their normal wages. Railway workers just aren't conditioned for long strikes, and after four or five weeks on the picket lines, their militancy would inevitably wane—especially in relatively low-wage areas like the Atlantic Provinces, rural Québec, and parts of the Prairie region.

Those who suggest separate negotiations with the CN and CP apparently assume that the country could withstand a lengthy shutdown of either railway system as long as the other remained in operation. That is by no means certain. **The services provided by the two big carriers are not interchangeable.** Rail operations in the Maritimes, for example, are almost entirely provided by the CN; and in western Canada, many of the CP's routes are far removed from those of the CN. The unions too, would have problems with their members if they concentrated on one railroad. The members are so accustomed to striking both CN and CP together that any decision to leave the employees of one company at work while their co-workers went without their pay cheques would create much resentment, if not open rebellion.

**An obvious way to pressure the companies into bargaining in good faith** was advocated by the NDP's Tommy Douglas during the Commons debate on the emergency legislation. Douglas argued that, as long as Parliament imposed minimal wage increases in forcing railway workers back on the job, it would profit the companies to precipitate government intervention. He suggested that **if Parliament instead was**



**extremely generous in its wage awards, it would effectively deter the companies from pulling Parliament into the dispute to act as their enforcers of substandard wage rates.** If CN and CP had reason to fear rather than welcome government back-to-work legislation, they might make a genuine effort to reach a voluntary agreement with the unions.

Unfortunately, there are **two flaws in that argument.** First, if the legislation called for wage increases well above the companies' offer, the companies could legitimately insist that the Government pay for its own generosity with increased subsidies or special grants to the railways; and thus, any deterrent value would



be wiped out. Second, if the unions had reason to think that Parliament would give them a better deal, they, rather than the companies, might be tempted to drag the Government into the dispute.

The more one studies the ramifications of the labour relations problem on the railways, the more one despairs of devising changes that will make collective bargaining workable in that industry. Undoubtedly, there are ways in which the federal Government could bring pressure to bear on the railways to negotiate seriously; but, in practical terms, there is little chance it will make any effort in that direction.

**The Government's reluctance to frog-march the CNR and the CPR to the bargaining table** would not stem entirely from a fear of the CPR. It **would derive also from the realization that the companies would then be as much the victims of an imposed settlement as the unions** have been for so long. The concept of "free" collective bargaining is that both parties must be free to bargain as they see fit, and that they be subjected only to the pressures they can freely exert against each other. If the Government had to hold a shotgun at the companies' heads throughout the negotiations, **the unions might just as well bargain directly with the Government**, for it would then be incumbent upon the Government to judge what would constitute a fair settlement.

It has been argued that the sobering effect of the Hall arbitration award will make the railway companies more inclined to negotiate a voluntary agreement for 1975-76. No doubt this is true. But **two big deterrents** persist that **will tend to keep the companies' monetary concessions below levels the unions could accept. One is the "ability to pay" factor**, which an arbitrator can disregard but the companies cannot. Their alleged financial limits may be open to question, but, if they were to exceed them voluntarily in granting wage increases, they could hardly claim reimbursement from the public treasury. Only when increased labour costs are forced on them, by legislation or arbitration, can they make a good case for additional government subsidies.

**The second deterrent to company largesse in future bargaining is the fear that, no matter how generous management's offers might be, they would be rejected by the union members in a ratification vote.** There may well be a tendency, based on the Shopcrafts' experience, for the rank and file to turn down any settlement freely negotiated between union and company officials. The reasoning would be that they have nothing to lose, and perhaps a good deal to gain, by precipitating another crisis and another compulsory arbitration award. Fearing that development, company negotiators would be understandably reluctant to go as high as they otherwise might in an effort to work out a peaceful settlement. They would hold something back, if only to keep down the cost floor on which the arbitrator would likely improve.

Our reluctant, but logical, answer to question No. 1 must therefore be "No." Given the essential nature of railway services, **there is no way that collective bargaining as we know it can be made to work in the railway industry.** And the sooner the companies, the unions and the Government accept that blunt fact, the sooner the search for a substitute can be started in earnest.

The Government seems to be ready to abandon the pretence that genuine negotiations can be developed. It will not be so easy to persuade the unions and the companies to face up to that reality. After their encounter with Mr. Justice Hall, **the companies** can be expected to do their utmost to avoid a repetition unless they obtain some permanent guarantee of extra subsidies from the Government. Without such a guarantee, they **will object strenuously to having a large part of their operating costs determined by an outsider**, and to the relinquishing of their attendant managerial prerogatives.

**The unions' long-standing opposition to arbitration—whether voluntary or compulsory—will be even more difficult to overcome.** It was significant that, in the same breath with which they applauded the Hall report, they reaffirmed their distrust of compulsory arbitration. "The Report," said the Non-ops' chief negotiator, R. C. Smith, "reflects the humanitarian qualities of the man who wrote it, not the nature of compulsory arbitration, to which we remain unalterably opposed in principle. We were lucky to have had a man of Mr. Justice Hall's calibre selected to arbitrate this dispute . . . His report, as we see it, gives us a just settlement in spite of the compulsory arbitration system, not because of it."

The stigma attached to the term "arbitration" by labour is so deep-rooted that it evokes an almost pavlovian response, and little effort is made to distinguish between the compulsory and voluntary varieties. **Unionists look upon arbitration** with only slightly less revulsion than the devil regards holy water, viewing it **as the greatest threat to the sanctity of "free collective bargaining."** They tend to categorize the occasional arbitrated settlement that is fair and just as an aberration, as a one-shot deal not likely to be repeated.

Many union members also see the Hall report as the culmination of the crisis they created by last summer's strike. They argue that, without the disruptions caused by the strike, they would not have received a fair and adequate award. Many doubt that an arbitrator of Hall's calibre would have been appointed if the strike had not been called.

Another underlying factor is **the fear of some union leaders**—particularly those at the secondary levels (the general chairmen)—**that recourse to voluntary arbitration would determine their status** and minimize their role in the negotiations. Their role has already been reduced to all but tokenism by the centralized nature of labour-management discussions on the railways; but, at least in a strike situation, they have important duties to perform in directing activi-

ties in their various regions. That role would also be denied them by the voluntary arbitration process, in which presentation of the unions' case is made largely by lawyers, economists and statisticians.

Even though these **union officers** realize what a sham the present system is, many of them **would oppose turning over the settlement of contracts to professional arbitrators and technicians.** It is one thing to have arbitration thrust upon them after performing their ceremonial functions; it is quite another to step aside and let others perform the job they were ostensibly elected to do.

Nevertheless, some railway union leaders are sufficiently intelligent and courageous to think the unthinkable, to admit publicly what they privately know: that free collective bargaining can never be achieved in the railway industry, and that there is basically only one substitute—some form of third-party adjudication.

Should the union leaders decide to tackle the formidable task of **persuading fellow officers and rank-and-file members to give voluntary arbitration a trial,**



there is no guarantee they will succeed. They will be sticking their necks out a mile, and inviting the risk of having the internal political axe fall on them. But there is at least a slim chance that they could get a mandate to go the arbitration route, if only as a one-shot test.

**They have eight good arguments to put forward in favour of such a test:** (1) There is a strong likelihood that the next contract dispute, if it follows the past ritual, will provoke permanent compulsory arbitration legislation, which would be far less palatable than voluntary arbitration. (2) Because voluntary arbitration itself would be on trial, the Government would not likely jeopardize its success by appointing a second-rate arbitrator. (3) The criteria set by Hall would be impossible for any future arbitrator to ignore. (4) The limitations on the companies' ability to meet union demands, always present in direct negotiations, would be eliminated. (5) The immediate resort to arbitration would do away with the prolonged delays involved in most previous negotiations, and produce a much speedier settlement. (6) The money saved by the unions' not having to go through months of useless wrangling and a possible strike could be more profitably spent in upgrading services and communications to members, and in hiring the best professionals to argue the unions' case before the arbitrator. (7) The decision to try the arbitration route could be reached by conducting a referendum vote of the membership concerned, after the pros and cons of such a move were fully explained. (8) An experiment with voluntary arbitration would not lock the unions into a permanent commitment to it. They could reserve their option to revert to the old procedures if the ensuing settlement failed to meet their minimum expectations.

These are all strong arguments for giving voluntary arbitration a whirl. Whether they are sufficient to overcome the intense emotional aversion to arbitration felt by most union members is questionable. **No matter how farcical the railway bargaining process has become, the vested interests in preserving it are**

**deeply entrenched on the management as well as the union side.** It may well be that, unless overridden forcibly by a Parliament determined to replace destructive ritual with constructive reform, the status quo will remain.

But there are grounds for optimism. Last year's strike had a sobering effect on everyone involved, and nobody wants an early repetition. The obvious fairness of the Hall report, and the important criteria it provides for the future, have to some extent blunted the unions' traditional distrust of arbitration. Although they would naturally prefer the freedom to negotiate their own working agreements, they know that freedom is unattainable, even if they hesitate to admit it.

**In the absence of genuine bargaining, then, arbitration in some form is the only logical alternative.** What counts is the end result. Voluntary arbitration may prove to be a disappointing experiment. But the railway employees and their unions will never know for sure unless they agree to try it. At least once.

(Ed Finn is Publications and Information Director of the Canadian Brotherhood of Railway, Transport and General Workers. He has also been Labour Columnist for **The Toronto Daily Star** since May 1968.)



# CONSTRUCTION TARGETS AND THE LABOUR SHORTAGE

BY TED WEINSTEIN

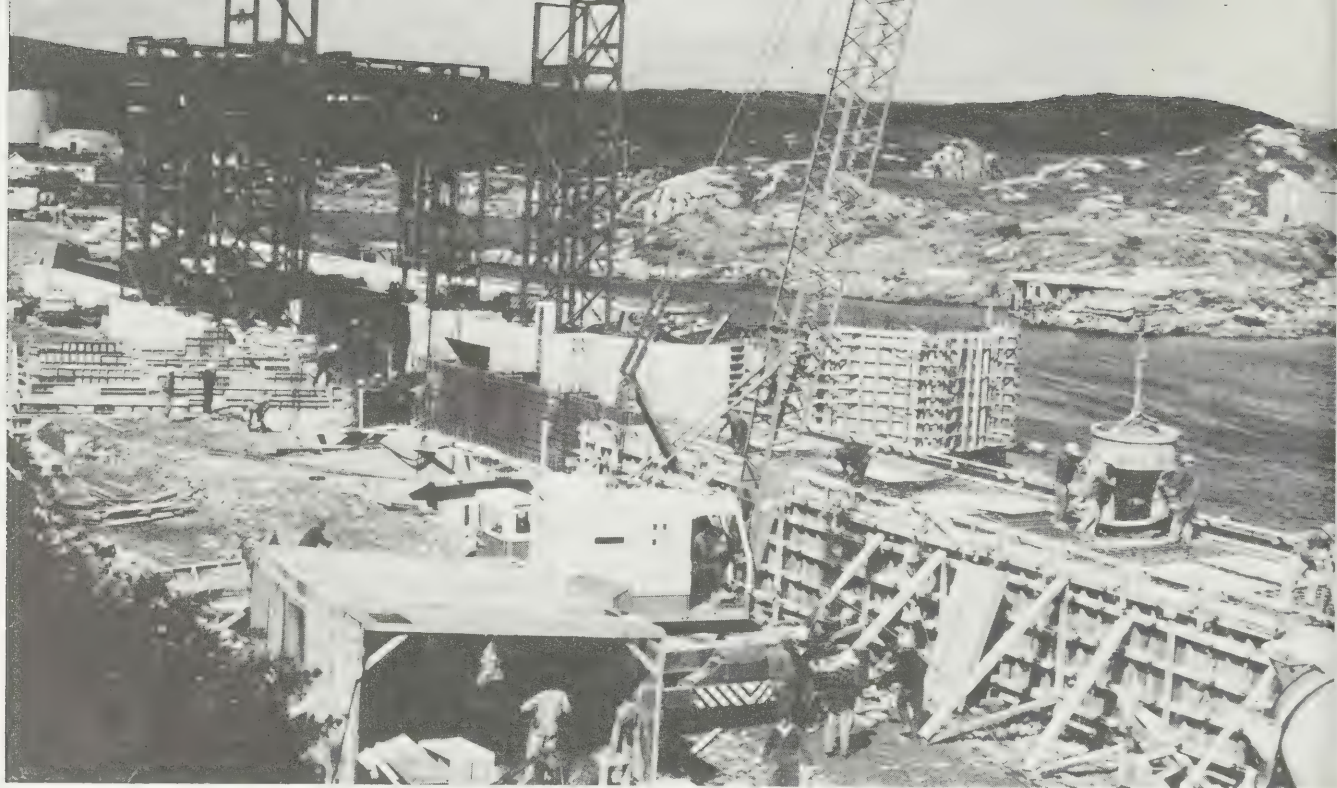
**A shortage of labour is the one obstacle that could prevent Canada's construction industry from achieving a record \$22 billion worth of building in 1974.** This fact seemed to be a recurrent theme during the 56th annual convention of the Canadian Construction Association, held at Québec City in February. But, according to R.A. Bird of Toronto, new CCA Chairman, the problem could be alleviated if the federal Government alters its immigration policy to allow more workers to come to Canada.

Speaking at a news conference during the convention, Bird, who is President of the Bird Construction Company, urged that a return to the type of immigration policy Canada pursued in the 1950s was necessary to attract workers, especially from Europe.

**"The industry has always relied heavily on immigrants,"** he said, "and the CCA is preparing a brief to be presented to the federal Government recommending policy changes that would allow more



Robert A. Bird



immigrants—particularly skilled workers—into Canada. We are talking about sophisticated labour that would probably come from European countries such as Italy.”

He revealed that **the construction industry lacks personnel in several key trades**, including welders, heavy equipment operators, electricians and bricklayers. He did not estimate how many immigrant workers would be needed, but he reported that, in past years, between 3,000 and 4,000 new immigrants entered the industry annually. The CCA insists that the size of **Canada's labour force will continue to decline** during the next decade, and that immigration laws must be relaxed before the country is faced with a gap too big to fill.

“The most serious problem in 1974 will certainly be the availability of labour,” Bird declared. “Part of the reason is attrition of the labour force during the long, slow period that preceded the recent construction upsurge. **The biggest problem is likely to emerge in Alberta**, where new emphasis is being given to capital expansion because of the energy crisis.”

Earlier in the convention, Henry de Puyjalon of Ottawa, President of the CCA, predicted that construction value in Canada could exceed the 1973 total of \$18.5 billion by as much as \$3.5 billion. Construction, he said, is continuing on a high

number of projects carried over from 1973, and production is well up at present. He agreed that the labour shortage could be a persistent problem.

Réal L'Heureux of Québec City, outgoing CCA Chairman, also cited the shortage of skilled labour as the industry's worst problem. Although there was a construction upsurge last year, the overall labour force was reduced because of a five-year decline preceding 1973. Availability of skilled workers has not caught



up with demand, and the **industry needs time to recruit and train more workers**, stated L'Heureux. The CCA and the Advisory Board for Building Trades in Canada have been meeting to seek a solution to the manpower problem.

**The construction industry has been unsuccessful in its search for stable labour relations on a broad regional level**, L'Heureux continued. Strikes and walkouts in 1973 were considered as serious a problem as material shortages and price increases. But work **stoppages were generally shorter and less severe than in previous years**, and the industry was taking advantage of this year's relatively light bargaining schedule to strengthen its internal organization, and to unify small, fragmented and widely dispersed regional construction groups under the CCA. New Brunswick and Ontario, each of which has hundreds of separate construction organizations, are setting up construction associations this year and will affiliate with the CCA.

C.C. Belden of Montreal, Chairman of the CCA Labour Relations Committee, warned that the 1974 construction boom and labour shortage could lead to **inflationary wage increases if contractors started bidding for skilled labour**. Instead of entering a bidding war, he proposed, contractors should work together to increase the skilled labour pool by creating better but shorter training programs.

Continued Belden: "A particularly disturbing resurgence of interest in project agreements and other 'free-ride' agreements (on which deals are made to avoid work stoppages for the life of a project) is again threatening to nullify progress that was being made in stabilizing the industry and leveling out the grossly inflationary wage settlements that were characteristic of the industry in the late 1960s. If the industry allows itself to succumb to this movement, with the volume of work that appears in the offing, the resulting inflation will dwarf the increases of the late 1960s. It will take continued vigilance and major assistance from owner-clients to see that this does not happen."

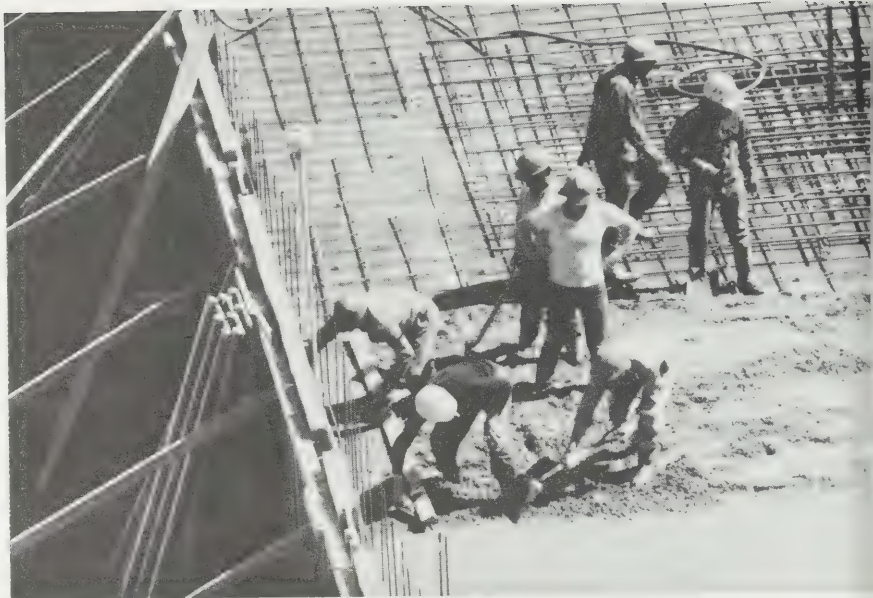
Belden, who is retiring in July from his CCA position, reported **five major advances in labour relations areas of concern to the Association**: (1) all provinces except Manitoba and Saskatchewan, and federal government agencies, have given legal status to organizations of construction employees for the purposes of collective bargaining; (2) construction labour relations associations have been established in the eight provinces having accreditation legislation, and labour relations councils are functioning in the other two provinces; (3) owner-client councils, designed to improve the understanding by the industry's customers of labour relations problems in the industry, are functioning in British Columbia, Alberta and





Ontario, and similar councils are being considered for other provinces, and on a national basis; (4) the number of labour relations officers in the industry are being increased, and their quality and capabilities upgraded through national and regional seminars; and (5) more mature and mutually beneficial means of settling differences between construction unions and employers are being established through joint national conferences.

J.R. Smith, President of the Conference Board in Canada, warned the delegates that major policy changes on the part of both government and private industry are needed if the unemployment rate is to drop to 4.5 per cent by 1976, as forecast by the Economic Council of Canada. **Monetary and fiscal policies alone cannot alleviate unemployment**, because the basic reasons for unemployment have changed, he said. More attention must be given to manpower policies that will help meet labour market demands more effectively. Needed also are better placement policies, training and mobility programs, new bridges between education and work, fundamental re-examinations of recruitment and manpower needs, and other structural changes aimed at easing labour bottlenecks.



**Smith cited what to him are the five basic causes of unemployment:** the mismatching of labour supply and demand because of recent rapid shifts in the structure of demand and production; affluence that allows the unemployed more time to find work; increased job-hopping; a lack of initiative by employers to adapt traditional recruitment and employment policies to radically altered labour

conditions; and inadequate response to the pressing need for a wide range of skilled trades despite high and rapidly rising incomes for technically skilled workers.

Smith concluded his remarks with the comment: "There obviously is a genuine paradox in asserting that the economy is now close to utilizing fully its basic productive resources while . . . one out of every 16 or 17 Canadians does not have a job and is seeking one."

# CANADA'S ECONOMIC PICTURE "CLEARLY TROUBLESOME"—OECD

BY GEORGE SANDERSON

"During the past 12 months the performance of the Canadian economy has been impressive... but under the surface of this relatively bright picture, old problems have remained largely unsolved and new ones have emerged." This is the gist of an updated annual review of Canada's economy released in February by the Organization for Economic Co-operation and Development.

The OECD review said that after three years of business upswing and strong employment growth,

**unemployment and inflation continue to be the major concerns in the Canadian economic picture.**

"The upswing in activity gathered further momentum [in 1973] with a marked revival of business fixed investment... output and employment grew very fast." But "the unemployment rate as measured by the labour force survey is still above 5½ per cent."

In an earlier review of Canada's economic performance, the Paris-based organization forecast a 5 per cent real growth in Canada's Gross

National Product this year—against an average real growth of 2½ per cent for the combined OECD membership—but warned that the price outlook for 1974 is "unsatisfactory."

In its **Economic Outlook** published in December, the OECD explained that its forecast of more than 5 per cent real GNP growth is based on the assumption that business fixed investment together with private consumption will remain a source of buoyancy this year. Business fixed investment—a latecomer in the present upswing—will constitute the most expansionary force,



and total consumer expenditure is likely to move roughly in line with real GNP.

Other countries that are likely to do much better than the OECD average are France and the United States. But inflation in France is increasing, and America faces rising unemployment coupled with an inflation rate that could reach 8 or 9 per cent this year.

Last year, according to Statistics Canada figures, the economy showed its greatest gain in seven years—a rise of 7.1 per cent in real GNP growth after deduction for the steepest inflation in 22 years. A recent Statistics Canada report said that “an extremely strong rise” in unfilled business orders showed

that the economy’s expansion would have been even greater had there been no shortages of equipment, materials, skilled labour, and manufacturing capacity. “Gross National Product at market prices rose by \$15.3 billion, or 14.8 per cent, to reach a level of \$118.7 billion. This was the largest percentage registered since the early 1950s, when expansion was associated with rapidly rising prices during the Korean War period,” the report added. “The growth in GNP of 7.1 per cent in real terms was well in excess of that experienced in any year since 1966. By comparison, real growth amounted to 5.8 per cent in both 1971 and 1972.” The expansion in 1973 was led by consumer spending (mainly on durable goods) and housing construction; as in the previous two years.

An 18 per cent increase in the value of fixed business investment—12 per cent in terms of volume—gave an additional boost to the economy. “There are indications that the fast pace of business fixed investment in plant and equipment will continue in 1974.”

Statistics Canada observed also that employment in 1973 showed the biggest annual gain ever recorded. Unemployment rates came down over the year to 5.6 per cent of the labour force from 6.3 per cent in 1972 despite a large increase in the numbers seeking work.



But "inflation was particularly severe in 1973," the report commented. Living costs rose 7.6 per cent, corporate profits climbed about 37 per cent, labour income—comprising more than half the GNP—rose more than 12 per cent (compared with 10.7 per cent in 1972), and accrued farm income shot up 83 per cent.

The "astounding" rise in farm income reflected sharply rising prices in international grain markets. The acceleration in labour income resulted from gains in employment and from a rise in average earnings. Wages and salaries rose at similar rates in the manufacturing and service sectors. The 36.9 per cent increase in corporate profits "represented a sharp acceleration after very large gains of 16.2 per cent in 1971 and 20.6 per cent in 1972. Since 1971, this component has been rising faster than total income generated and now represents 12.5 per cent of GNP, the largest proportion since 1952."

Commenting on the problem of inflation in Canada, the OECD experts noted in February that a degree of price acceleration was normal during the course of the current strong business upswing, but "the present rate of inflation is clearly out of line with earlier cyclical experience."

Between 1955 and 1973, Canadian consumer prices rose at an annual average rate of 2.7 per cent, slightly less than the average for Europe and the U.S. But "with a year-on-year increase in the consumer price index of 7.6 per cent in 1973, the loss of price stability, at least in relative terms, has been as pronounced as in most other OECD countries. . . . The fact that external influences have mainly been responsible can offer little comfort."

Many other countries, however, experienced even higher rates of inflation, according to OECD figures. In the 12 months to December 1973, prices were up 30.6 per cent in Greece, 19.1 per cent in Japan, 13.2 per cent in Australia, 12.5 per cent in Italy and 10.5 per cent in Britain. OECD members that experienced smaller increases

than Canada include: the U.S., 8.8 per cent; France, 8.5 per cent; Germany, 7.9 per cent; Sweden, 7.5 per cent; and Luxembourg, 6.2 per cent—the lowest rate in the OECD.

The 24-member organization points out that the sharp rise in world prices of food and raw materials has been a principal factor behind the problem of accelerating inflation in Canada. Between the third quarters of 1972 and 1973, import prices of food and raw materials rose by 34 per cent and 22 per cent respectively. "But this observation should not obscure the fact that this external influence has been superimposed on a longer-term trend toward higher cost and price increases."

The OECD had stated earlier that "the rise in most raw material prices seems to have levelled off,



and the rise in food prices has shown signs of a slowdown, influenced by milk and bread subsidies. On the other hand, the sharp rise in prices of imported oil and the pricing of Canadian oil exports at going world rates will most likely entail substantial increases in domestic energy prices, reinforcing cost pressures from the wage side."

The OECD makes it clear that Canada's inflation problem is not due entirely to external factors. Wages have contributed to the problem by increasing considerably faster than was justified by gains in productivity.

The February forecast notes that wage settlements, remarkably stable over the past 3½ years, will probably accelerate further in response to renewed inflation and the slow advance in real take-home pay. "With low productivity growth, unit labour costs are therefore likely to rise rapidly in 1974." None of these problems lends itself to easy and quick solutions, say the economists. "The present situation in Canada is clearly troublesome."

The OECD experts are somewhat critical of the methods used by the federal Government to deal with inflation. "While the combination of investment promotion, full capacity growth and manpower policy should gradually serve to ease the unemployment problem,

no equally comprehensive strategy has as yet been developed to cope with the problem of inflation," they assert.

Government measures, including tax cuts, food subsidies, income relief payments and more frequent pension adjustments have essentially confined themselves to "alleviating the adverse effects of inflation on the socially weaker groups. In addition, temporary export controls were imposed to increase the supply of goods in the domestic market." The OECD thinks that these measures have helped to cushion the impact of inflation on the harder-hit "but have obviously not contained the risk of continuing strong inflation."

Commenting on the effectiveness of stabilization measures, the report stated: "Everyone involved in the price and income formation process should have an interest in maintaining or promoting a machinery of regular consultations on wage-price developments and related policy issues . . . A primary objective of these consultations, possibly aided by joint research efforts, might be to inject considerations of common interest into wage and price decisions, thus ensuring support for warranted or necessary price and income adjustments."

Prime Minister Trudeau believes that Canada can solve the cost of living problem. Speaking recently at a Liberal fund-raising dinner in Toronto, the Prime Minister said that, "in contrast to most other countries, Canada has the resources necessary to cope with inflation.

"We have more than enough food on our land and in our seas to meet our needs. Almost alone among the industrialized nations, we possess adequate energy supplies. The question is not whether we have the resources or the will necessary to deal with inflation—we do. The question rather, is how we go about it.

"We have chosen," continued Trudeau, "to protect Canadians from inflation through the method of flexible and selective government intervention, rather than choosing the rigid system of compulsory government controls," because a wage and price freeze "would solve nothing." Instead, it would hurt the smaller businessman and salaried worker far more than major industry and the wealthy.

Strict controls might also have an uneven effect regionally, "with a more negative impact" on regions



like the Prairies and the Atlantic Provinces. The Government's long-range effort to deal with the causes of inflation, Trudeau said, is "most importantly directed to increasing domestic supplies of essential goods and commodities."

Looking ahead to the remainder of this year, the OECD forecasts "much less employment growth [than in 1973] and possibly a decline in spending on durables, notably cars." Although Canada's business outlook is much brighter than in most other OECD countries, "it is unlikely that Canada will survive a continuation

of the international oil supply shortage without any negative repercussions on the employment situation and real output." The world oil supply and price situation is "not expected to reduce Canadian production potential to any significant extent during the first half of 1974, but it is likely to have important implications for prices and the demand side." The report emphasizes, however, that wise economic management by the Government might be able to offset these negative factors to a large extent.

Business fixed investment, on the other hand, has begun a long-expected upswing, and this, together with rapid growth of real income, is likely to constitute an important source of buoyancy through the remainder of the year. Real growth of private consumption is expected to be weaker than in 1973.

Although Canada's agricultural exports are expected to remain brisk, the "limitations of real output and hesitant demand developments in the U.S., Europe and Japan will substantially reduce the growth of Canadian foreign markets. The slowdown should, however, be felt less than in most other countries because Canada is favourably disposed to supply and compete in energy-intensive products. Moreover, to the extent that Canadian car production is more concentrated on smaller units than in the United States, automotive exports might survive the likely drop in total North American car sales relatively well."

Although the economic picture in Canada is "clearly troublesome," compared with other OECD countries, Canada is relatively well off, the experts conclude.



# JOB DISCRIMINATION AGAINST THE OVER-40s

Life may begin at 40 for some people, but for many others it is the start of a bitter struggle to survive in a highly competitive world. **In the industrialized countries, people who are past their 40th birthday are frequently considered too old for a new job,** according to a recent survey by the International Labour Organization. And as these people grow older, their prospects get dimmer. Workers over 45 can count on waiting four times as long for a new job as workers under 20, and in some countries, people over 50 make up two thirds of those who have been unemployed for more than six months. The unemployment rate for ageing women is higher than for men.

Manual labourers are usually hit first and hardest. But office workers and executives are also affected. After a long and bitter struggle, some give up, the ILO learned, and "psychiatric clinics are full of these middle-aged dropouts."

ILO statistics show that more than *968 million men and women—almost a quarter of the world's population—are 40 or older*, and in the industrialized countries

(Europe, North America, Japan, U.S.S.R. and Australia) the ratio is already one in three. Forecasts cited by the world labour organization say that the proportion of older people will continue to increase—at the rate of 3.8 million a year—because of better health care.

Difficulties of the over-40s in finding employment stem from their education, training and practical



experience—often “the products of another age.” Few are given the opportunity to refresh their skills and to keep abreast of rapid technological change. Employers are often reluctant to spend money training or retraining older workers because of the relatively short period of working time left to them. Moreover, senior employees themselves often resist the recruitment of other older workers to protect their own jobs and keep open their own path to promotion. **The best insurance for the old,** suggests the ILO study, is “**high professional qualifications, coupled with life-long re-education and training.**”

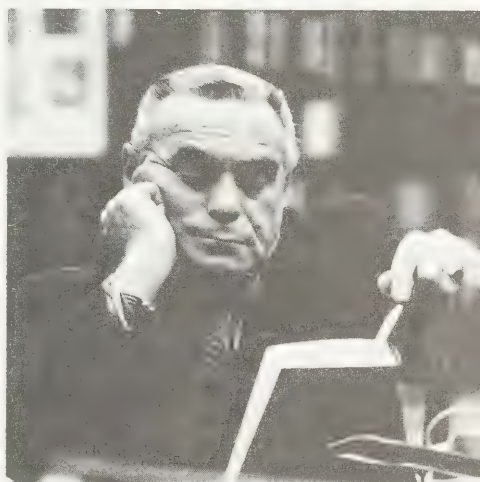
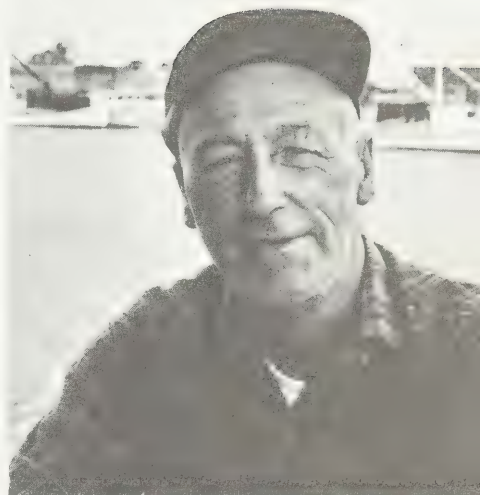
The world labour organization says this discrimination against older workers is unjustified, and that employers have false ideas about the capacity of the over-40s to adapt to changing methods. “Tremendous strides made by better health care and better diet have not only lengthened life, but have also improved its quality in the ripper years,” the survey says. Technological progress has diminished the physical strains of work and has created a new social framework in which people grow older, it adds.

Yet both **open and hidden forms of discrimination continue to flourish in many countries.** Job advertisements often express a preference for youth: Announcements using such phrases as “recent university graduate,” “junior executive,” imply that applicants aged 40 to 65 will not be considered. According to a recent survey in Britain, every second opening in the managerial and administrative fields stipulated an age limit of 40.

**Several countries have already taken steps to eliminate such practices,** the study notes. The U.S., for example, made age discrimination illegal in 1967—as did Costa Rica in 1970—and France has banned the expression of age limits in advertised job vacancies. Other countries, including Britain, are preparing similar laws. The Government of Spain is trying to dissuade employers from firing men and women over 40, and Sweden has lengthened the minimum period of dismissal notice for workers older than 45. Belgium offers financial incentives to employers who take on older workers; in Communist countries, older employees are generally kept on until they become eligible for retirement pensions.

**The ILO is now seeking international action on behalf of ageing workers—**new labour standards that might provide a much needed framework for existing national efforts and stimulate further action to protect older workers who are now liable to be fired in the ruthless march of “progress.”

G.S.



# BUSINESS MUST CHANGE ITS ATTITUDES ABOUT HIRING

BY MONICA TOWNSON

Business will have to take a closer look at the dramatic change in the structure of the Canadian labour force over the past few years.

The change—to a younger labour force with a far higher proportion of women—shows every sign of becoming permanent. It **will require business to make some radical changes in hiring, training and promotion practices.**

There is already evidence that a failure to adapt to changing conditions is part of the explanation for the difficulty some industries have in filling vacancies, despite the relatively high level of unemployment reported in the federal government's labour force survey.

## THREE CHANGES

There are three main changes in the labor force of today compared with a few years ago:

- **More women:** 10 years ago women made up about 25 per cent of the labour force. Now they are 33 per cent of a much larger labour force.
- **More young people:** the postwar "baby boom" bulge is now passing rapidly into the labour force. Ten years ago one worker in five was under 25; now more than one worker in four is in that age group.
- **Fewer immigrants:** last year 59,000 workers (not counting dependants and students) immigrated to Canada. Five years ago, in 1967, immigration added just twice as many workers—119,000—to the labour force.





There are indications that **employers have not yet taken these changes into account in their hiring practices.** Manpower Minister Robert Andras hit out, in a recent speech to the Commons' miscellaneous estimates committee, at unrealistic hiring standards.

Andras said he would launch "a concerted attack on the artificial and unrealistic hiring standards used by many employers—including public employers—in Canada." This would be part, he said, of a "new employment strategy" by the federal Government.

The manpower minister cited three effects of hiring practices not adjusted to the new shape of the labour force: "They inhibit the proper functioning of the labour market. They waste talented manpower resources. And in the end, they are self-defeating for the employer."

## TWO EXAMPLES

Manpower centres in Toronto, for example, report that tool and die makers for the machine trades are in short supply. So are general machinists and machine tool set-up operators. But employers are asking for workers at the "journeyman" level and those workers who are registered with manpower centres have not had that much experience.

Employers in the Toronto area are also trying to find motor vehicle mechanics with a Class A licence. But the manpower department's regional economist says that employers do not want to provide the apprenticeship training required in order to get the licence. "They don't seem to realize," he says, "that if they don't train the apprentices, they won't get qualified people."

## THE YOUNG

**This reluctance of employers to take on unskilled workers and train them on the job contributes to the high unemployment rate among young people.** Nearly 50 per cent of the Canadians now listed as unemployed are below 25 years of age.

Andras has promised "a major attack on unemployment among our young people." This will include the department's new book for guidance counsellors and Canada Manpower Centres called **Careers Canada.** Says Mr. Andras: "Improved preparation of youth for the world of work is a critical need." He admits that high youth unemployment results not only from the baby boom of the 1940s and 1950s, but from "structural inefficiencies in the labour market and the changing attitudes and expectations of young people themselves."

One theory about high unemployment among young workers is that it results from generous unemployment insurance benefits which encourage housewives and teenagers to work for a few weeks at a time so they can qualify for benefits. These people, it is alleged, list themselves as part of the labour force although they have no intention of taking permanent employment.

So far, little specific evidence has been offered for this point of view. The length of time young workers are off the job—and presumably claiming unemployment insurance benefits—is no greater than for other sectors of the labour force. The majority of under-25s who were unemployed in October, for example, had been out of work for three months or less.

The trouble some employers are now reporting in finding the kind of workers they need seems to indicate that a prediction made last year by Dr. Sylvia Ostry, Canada's chief statistician, is coming true.

Ostry, projecting the trend toward a younger labour force containing more women, said business would need to become more flexible in personnel practices "if we are not to encounter serious bottlenecks and consequent cost-push pressures."

Speaking at a Conference Board "Business Outlook" session just over a year ago, Ostry said that "35-54-year-old males—that segment of the labour force which



has traditionally been the most eminently employable—will become both absolutely and relatively scarcer.”

Ostry said that this age group, which made up 31 per cent of the labour force in 1950, had shrunk to 27 per cent in 1970 and may be down to 23 per cent by 1980. At the same time, unemployment for the group has steadily declined, while jobless rates for other sectors—and particularly for younger workers—have gone up.

“In other words,” she said, “little substitution has taken place in response to changing patterns of supply during the 1970s.”

She called for “an active policy on the part of the government and industry to reduce barriers to movement and to encourage substitution.”

## FULFILMENT

The amount of “substitution” so far apparent has not prevented the bottlenecks predicted by Ostry from developing.

### **Industry has, in fact, made little substitution of women workers in jobs traditionally occupied by men.**

Ingrained attitudes die hard. But they are not impossible to overcome if the need is great enough. In wartime, for example, women have been used to do all kinds of work previously reserved for male workers.

The manpower department has had a women’s employment section for a year and a half. But

there seemed to be no great push to make it effective until Allan Gotlieb was appointed deputy manpower minister in May.

“We have to recognize,” says Gotlieb, “that there may have been problems in our own national employment service. Many counsellors living in society tend to form attitudes.

“We are doing all we can, and with a lot of positive response, to make counsellors fully equipped to deal with the problems of women workers and to eliminate any hangups and lack of responsiveness in themselves.”

Five special advisers on the employment of women have been appointed, reporting to the regional director general. And the department is re-examining its training schemes to make sure that they are not merely training schemes for men which are open to women, but that they are “geared to the needs of all clients, including women.”

Convincing industry to accept women workers, once trained, will be a much tougher problem. So much depends on the personal attitude of the individual who does the hiring. But the department is preparing film strips, in which employers who have hired women for jobs traditionally done by men, talk about the positive results they have had. The films will be shown to other employers in an attempt to persuade them to hire trained women workers too.

Not only has the composition of the labour force changed but so has its attitude and this affects the ability of industry to fill vacancies. Workers have become more choosy about rates of pay and conditions on the job.

## WORK CONDITIONS

**"People are not willing to work for low wages under poor conditions,"** says the Manpower Department's district economist in Toronto.

The constant shortage of sewing machine operators illustrates what he means. In the past, there was a steady supply of immigrant labor for these jobs, but the turnover was high because pay was poor and working conditions not up to the standard on other jobs. Higher labour costs, however, might force employers out of business.

Noah Meltz, professor of labour economics at the University of Toronto and formerly adviser to the manpower department, says this raises the question of what manpower policy should be when there are labour shortages in jobs such as these.

In the past," says Meltz, "policy has tended to be designed to increase the supply in areas where there are shortages." But he believes the policy approach should be on the demand side—that is, looking at why workers are always in demand in some industries.

The government might decide that the continued existence of the industry was not worth the effort of filling and refilling such vacancies. Or it might be able if it was deemed important that the industry survive—to work with companies to raise productivity and thus make higher wages and better conditions possible.

Manpower centres do try to put some pressure on employers to improve conditions and pay where vacancies are hard to fill for these reasons. But these questions really fall under the jurisdiction of the provinces rather than Ottawa.

Gotlieb cites a Manitoba garment firm which was bringing in labour from the Philippines to work in what were regarded as sub-standard conditions. The case was referred to the provincial manpower committee.

(Provincial committees, with no statutory powers, were established about a year ago with the manpower department and each provincial Government. The results have apparently been impressive.)

## IMPORTING WORKERS

It is significant, says Gotlieb, that **Canada is beginning to import workers to fill jobs Canadians refuse to take.** Caribbean fruit pickers are one example.

"My guess is that if we did not import the labour the tomatoes would not get picked," says Gotlieb. He says the use of Caribbean pickers was "a very controlled program."

**On the other hand, some employers are now complaining that the flow of skilled workers from outside Canada has dried up.** Gotlieb is inclined to dismiss these claims: "The truth of the matter is

that we are still getting substantial numbers of skilled immigrants from Europe and employers are trying to find people there." But it is a fact that **the total number of workers coming to Canada as immigrants has declined.**

Meltz puts forward what he calls a "wild hypothesis" on this question: that it may be easier to recruit people through immigration than to get them from other areas of Canada. This could account for the fact that, even though there are labour shortages in some areas of the country, there is high unemployment in other areas. "If you readily increase the labour supply through immigration," says Meltz, "there is less incentive for people to move within the country."

**Ottawa is trying to change its manpower policy to take account of the changing labour force.** The new direction is to approach the different segments of the work force—the young, the adult male workers, women—with policies to suit the needs of that segment.

But the manpower department realizes that federal policy cannot do much on its own. The change will only be effective if it also exists among employers. "The real thrust," says Gotlieb, "has got to come from the private sector."

(Reprinted with the permission of the **Financial Times of Canada.** Monica Townson is Economics Editor of the **Financial Times of Canada.** She is a graduate of the London School of Economics and has worked as an economist with banking and investment counselling firms in Britain and Canada.)



# THE PROS AND CONS OF UNEMPLOYMENT INSURANCE

Canada's unemployment insurance program, initiated more than 30 years ago (LG 1940, p.684) as a part of the country's social security program, has been the target of much criticism during the past few years. **Is unemployment insurance a plan to protect the working public against involuntary unemployment, or has it become a social assistance scheme like welfare?** A panel discussion and public forum in Toronto in January tried to answer this question.

In 1972, unemployment insurance became an election issue when the program's benefit payments passed the \$2 billion mark. Charges abounded that the fund was being defrauded by many persons not actively or seriously seeking work. Employers claimed that unemployment insurance paid people

more to stay at home than to work. Workers criticized the scheme because it was open to abuse, and because their contributions to the plan, through payroll deductions, were supporting persons who were abusing it. Politicians tried to remain neutral on the issue, because to take one side or the other would have meant risking alienation and loss of support.

**Speaking in favour** of the unemployment insurance plan at the Toronto forum **were Bryce Mackasey, Liberal Member of Parliament** and a former minister of labour and of manpower and

immigration, **and Frank Chafe of the Canadian Labour Congress.** **Critics of the program were Keith Rapsey, President of the 8,000-member Canadian Manufacturers' Association, and Reuben Baetz, Executive Director of the Canadian Council on Social Development.**

Mackasey declared that the unemployment insurance plan has not weakened the work ethic, but that it is being used as a scapegoat by **too many companies** who try to **exploit labour and then blame the program for luring workers away**. "Many companies shouldn't blame unemployment insurance if they can't get staff. Instead, they should give their workers the treatment they deserve," he said.



Bryce Mackasey

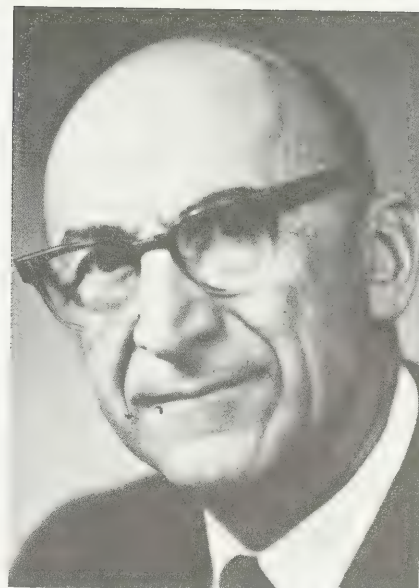
Mackasey, who introduced the current revamped unemployment insurance plan in September 1972, resigned as minister responsible for the plan amid controversy over its cost. But he defended the program against charges of excessive abuse, and emphasized that it made it more difficult for workers to qualify for benefits. He denied criticism that many persons were working for the mandatory eight-week period necessary to qualify for benefits, and then quitting to pick up unemployment insurance cheques. **He also denied that students were the main group of unemployed workers abusing the system.** "Less than 15,000 of the student population are eligible for unemployment



Frank Chafe

insurance in 1972 drew benefits. My experience with students in recent years indicates that they are as wise, responsible and honest as any other group of Canadians," Mackasey declared.

Chafe, another staunch defender of the current unemployment insurance program, said that the system conjures up in many people's minds a picture of "everybody gorging at the trough, then sitting around like fat cats." **Not only is this a wrong impression; it is also a slur on the working man,** he stated. "I'm not prepared to point the finger at the workers and say they are abusing unemployment insurance to the point where it is a national scandal, because I just don't believe it," declared Chafe.



Keith Rapsey

"The culprits are not ordinary working stiffs, but people who had no intention of working in the first place, or people who take unemployment insurance as pin money."

Some of the faults in the system—**one of the best unemployment insurance programs in the world**—lay in its administration, Chafe continued. "The Act was sound, but it was brought in at a time when the staff around the country were unprepared for it . . . and there was a great deal of administrative uncertainty."

Rapsey attacked the program, and insisted that **the costs of unemployment insurance have skyrocketed at a rate out of all proportion to the needs of the country's workers.** Benefit payments have tripled in the last three years, he said, and the plan

does not reflect either the unemployment or insurance aspects. "The Unemployment Insurance Commission is distributing money, not just like a drunken sailor, but rather like an oil well, gushing wildly."

**Now that emotional criticism has died down, a calm appraisal is needed,** he suggested.

Expressing the hope that Manpower Minister Robert Andras will soon institute the changes that he had said were coming, Rapsey declared that the current program is "a boon to the deserving unemployed, but at the same time a glorious windfall to those who would much prefer to live at their neighbour's expense rather than work." The program makes it difficult for employers to find employees, increases cost pressures, and lowers productivity through workforce turnover. Manufacturers resent the fact that many young people are **"among those taking the most advantage of unemployment insurance,"** he added.

Baetz asserted that he did not oppose unemployment insurance, but he expressed the view that **the current program needs a complete overhaul** because it is a failure. It is unfair to the 2,000,000 Canadians who pay into it but who are excluded from collecting payment,



**Reuben Baetz**

he explained. The insurance is also "a very blunt instrument" in helping the poor, because payment is based on a claimant's former income: the smallest benefits go to those with the lowest incomes. Moreover, the inefficiency of the plan is demonstrated by the fact that the number of employees staffing it has risen from 3,000 to 13,000, Baetz added.

The Canadian Council on Social Development supported the revised insurance plan when the changes were proposed two years ago, he continued; but "at least I am man enough to admit that we made one or two bad mistakes. And I wish, dear Bryce, that you would too," he said, addressing Mackasey.

Baetz pointed out in his concluding remarks that many **program abuses occur in families with two or more breadwinners, because it is easier for one of them to quit a job and collect unemployment benefits.** The vast influx of married women into the labour force "has created a new ball game, and no one is yet certain what the new rules will be." He proposed that because almost half the claimants on unemployment insurance are between 14 and 24, a more effective way to help them would be through training, education and career planning.

(Editor's note: This same subject is the theme of **50 Years Ago**, on p. 253.)

**T.S.W.**



# LABOUR LEGISLATION IN 1973

## PART 3: APPRENTICESHIP AND TRADESMEN'S QUALIFICATIONS

BY CAL McKERRAL

During 1973, changes were made in apprenticeship and tradesmen's qualification provisions in the federal jurisdiction and eight provinces. New Brunswick amended its Industrial Training and Certification Act to allow for the issuing of certificates of qualification in a trade to those who have neither passed exams nor established qualifications in other provinces. In other jurisdictions, the changes consist mainly of new rates of pay for apprentice tradesmen, new standards and training programs for some trades, and the addition of new trades to those falling under the provisions of the relevant apprenticeship acts.

### FEDERAL

In the federal jurisdiction, a new regulation under the Adult Occupational Training Act raised the weekly allowances for those enrolled in occupational training

programs. The allowances are scaled according to the number of dependants, with an additional amount in all cases for trainees who must live away from home while training. The minimum allowance is \$40 weekly, the maximum, \$128.

### ALBERTA

In Alberta, regulations were issued under the Tradesmen's Qualification Act to govern the trades of barber and beautician. The regulations provide that a holder of a certificate of proficiency in either trade is eligible for the examination for the certificate of proficiency in the other trade. An applicant for this certificate must establish at least 3,600 hours of experience in the trade, or 1,400 hours of instruction and practice in a course

approved by the Department of Manpower and Labour, or a combination of training and experience equivalent to either of these requirements. The holder of a certificate of proficiency in either trade may not supervise the work of more than one apprentice. A minimum of eight months of employment as an apprentice is mandatory, unless previous formal training in the trade permits an abatement. Apprentices employed in the trade must not be paid less than the minimum wage established under the Alberta Labour Act.

In the trade of power electrician, an apprentice must have proof of proficiency and at least four years experience to apply for a certificate of qualification. Apprentices not attending technical courses must be paid not less than 50 per cent of the wage of a journeyman during the first period, 60 per cent during

the second period, 67.5 per cent during the third period, and 75 per cent during the fourth period.

## BRITISH COLUMBIA

In British Columbia, the trade of boilermaker (erection) is now a designated trade for which certificates of proficiency may be issued under the Apprenticeship and Tradesmen's Qualification Act. A candidate must submit proof of having completed a qualifying time of 6,000 hours in the trade, and must pass a prescribed examination in order to qualify for the certificate of proficiency.

Monthly subsistence allowances for pre-apprentices and apprentices attending prescribed daytime technical training classes were provided for under the Apprenticeship and Tradesmen's Qualification Act. A single person living at home may be paid \$60 a month, a single person attending school away from home, \$120, a married person living at home, \$180, and a married person attending school away from home, \$240.

## NEW BRUNSWICK

The Industrial Training and Certification Act in New Brunswick was amended to permit the Industrial Training and Certification Board to issue certificates of qualification in a trade to a person who has neither passed an examination, completed an apprenticeship program, nor established his qualifications in another province. The certificate of qualification issued in this manner must be stamped to indicate that the certificate was issued without examination.

Regulations were made under the Industrial Training and Certification Act establishing the priority of minimum wage orders issued under the Minimum Wage Act, and requiring payment of wage rates higher than those contained in the provisions of the Industrial Training and Certification Act. The regulations permit a person to be a candidate for a certificate of qualification in the lineman (electrical utility) trade and the construction lineman trade if he files the prescribed application with the Department of Labour, and proves to the Department that he has the equivalent of five years of practical experience in the lineman (electrical utility) trade, or four years of practical experience in the construction lineman trade.

Provisions for wages of an apprentice have been changed. The regulations now cover an apprenticeship of two years duration. The apprentice is to be paid 50 per cent of the average hourly rate of a journeyman in the trade during the first thousand hours, 60 per cent during the second thousand hours, 70 per cent during the third thousand hours, and 80 per cent during the fourth thousand hours.

## NOVA SCOTIA

In Nova Scotia, the marble, tile, and terrazo trade is now regulated by the provisions of the Apprenticeship and Tradesmen's Qualification Act.

## ONTARIO

The Province of Ontario has designated several new trades as being covered by the Apprenticeship and Tradesmen's Qualification Act, and has revised training programs for others.

The trade of ironworker is now a designated trade. The training program consists of three 2,000-hour periods of related work experience provided by the employer and training (full-time day classes at a college of applied arts and technology. Provision is made for apprenticeship contracts with the local apprenticeship committee for the certified trade, for the issuing of progress record books to apprentices, and for periodic review of each apprentice by the local apprenticeship committee.

The trade of refrigeration and air conditioning mechanic is now covered by the Ontario Apprenticeship and Tradesmen's Qualification Act. A training program of five 1,800-hour periods of related training and work experience has been established. The program consists of a full-time educational course at a college of applied arts and technology (or equivalent courses), and practical training and instruction by the employer. The subjects to be followed and examinations to be passed are described in detail by the new regulation.

Minimum wage rates for apprentice mechanics are prescribed for each of the five training periods: 40 per cent, 50 per cent, 60 per cent, 70 per cent, and 80 per cent, respectively, of the hourly wages of a journeyman, for both regular and overtime work.

Also designated in Ontario was the trade of glazier and metal mechanic. As with other newly designated trades, a combination of full-time training in day classes at a college of applied arts and technology (or equivalent courses) and practical training by the employer is prescribed.

An apprentice glazier and metal mechanic must complete four periods of training and instruction, consisting of 2,000 hours per period. If the apprentice has an Ontario Secondary School graduation diploma, or has a pass standing in Grade 12 English, mathematics and science (or, in the opinion of the director of apprenticeship has the equivalent of these subjects), the training schedule is reduced to four periods of 1,800 hours each. Prescribed examinations must be passed.

As in other trades, the wages for an apprentice glazier and metal mechanic are measured as a percentage of the average hourly wages of a journeyman, for both regular and overtime hours. These rates are: 60 per cent during the first 1,000 hours of training and instruction, increasing by five percentage points for each succeeding 1,000 hours, to a maximum of 95 per cent during the eighth 1,000 hours.

Training programs in Ontario have been revised for plumbers, lathers and steam fitters, and more stringent requirements for certification of operating engineers are now in force.

An apprentice plumber must now pass through a training program consisting of five periods of training and work experience of 1,800 hours each. The program is a

combination of full-time day classes at a college of applied arts and technology (or an equivalent course), and practical training and instruction by the employer. Specified examinations must be passed.

To be registered as an apprentice lather, a candidate must graduate in a course for the trade of lather offered in the occupational program of a junior or special vocational school, and he must be recommended by the director of that school. The apprenticeship program itself is made up of three periods of related training and work experience of 1,800 hours a period. The apprentice himself is responsible for recording the time spent in related training and work experience. This record is made in a progress book issued to the apprentice by the director of apprenticeship. Renewal of a certificate of qualification in the certified trade of lather is not required.

Regulations issued under the Operating Engineers Act set out more stringent requirements for a certificate of qualification in that trade. Also, a person who qualifies for certification as a stationary engineer (fourth class) on or before July 31, 1974 has 30 days from that date to complete the examination conducted by the Board. A person who holds a certificate of qualification as a stationary engineer other than a first-class certificate has until March 31, 1975 to apply for and pass the examination for a higher certificate.

The apprenticeship program for the trade of steam fitter now consists of five periods of related training and work experience of 1,800 hours each. A provision under the former regulation related to a credit of hours for the periods of training and instruction to an apprentice who holds a secondary school graduation diploma has been repealed. Also, the certificate of qualification no longer expires each year.

## QUÉBEC

Minimum wages for apprentices working in the hairdressing trades were outlined by a regulation passed in Québec. These are, for regular hours: \$1.25, \$1.45, and \$1.60 for the first, second, and third years of apprenticeship. For hours worked in excess of 45 hours in any week, the rates are \$1.88, \$2.18, and \$2.40 for the first, second and third years of apprenticeship.

## SASKATCHEWAN

Two new trades were added to the schedule of trades regulated by the Apprenticeship and Tradesmen's Qualification Act of Saskatchewan. The trades are lineman (electrical power) and roofer. The regulations merely designate the trades, and do not outline training programs or other matters related to certification.

(The foregoing article, prepared by Cal McKerral of the Department's Legislative Research Branch, is the third of a series of six reports describing developments in Canadian labour legislation during the year 1973. Included is legislation enacted up to the end of that year. The remaining three reports will deal with labour standards, human rights, and labour relations.)



# BOOK REVIEWS

## U.S. SOCIAL INSURANCE

**Social Security In America;** by Philip Booth; a policy paper published by the Institute of Labour and Industrial Relations of the University of Michigan and Wayne State University; 180 pages.

### BY RONALD TENNANT

Prof. Booth, whose background in federal and federal-state social insurance programs dates back to 1936, describes the origins of the social security system in the United States, and the changes that have been incorporated into it, and he maps out an "agenda for change."

"In 20th century society, and for the urban industrial sector of all countries," he notes, "major risks to family security arise from interruptions in income caused by old

age, unemployment, disability, and death of the family breadwinner." By contrast, for the rural poor and economically insecure city workers, risks lie in underemployment, malnutrition, ill health, immobility, and lack of marketable skills. Social insurance is an appropriate device for dealing with the former risks, but it has little to contribute to the latter, which can be dealt with more effectively by preventive health measures, income deficiency payments, special education training, and related services.

The author makes the observation that the integration of the fragmented, three-legged approach is essential because Americans rely upon a federal system of retirement, survivorship and invalidity, a variety of state programs for unemployment and work injury compensation, and a wide range of private fringe benefits.

he Depression of the 1930s, he writes, enabled the country to overcome long-standing inhibitions against federal intervention in the social and economic life of the American people in the interests of their economic security. Earlier government measures to alleviate distress caused by unemployment, old age, and family dependency were piecemeal: limited to emergency situations, and—except for natural disasters—considered to be local or state matters. It was this climate that encouraged passage of the Social Security Act of 1935, which embodied many of the recommendations of the Committee on Economic Security appointed in 1934 by President Roosevelt.

The 1939 amendments, Booth points out, shifted the social security system from the individual to the family; the 1950 amendments set precedents by extending coverage to some 10 million formerly excluded employees and self-employed persons, and benefits were expanded, and contributions increased. This was capped in 1965 by introduction of a health insurance program, Medicare, although it was limited, initially, to the aged.

Booth concludes that social security could do even more. "In identifying the challenges and opportunities of the social security programs in the 1970s," he writes, pressures for the alleviation and

prevention of poverty pressed heavily against programs delivering wage-related benefits. As Alvin Schorr put it, wage related benefits could do most for those who have earned the most . . . (and) conversely, the more that the program does for people who are poor, the less it seems to be related to prior earnings.

"Yet we need not assume the position that wage related benefits should be put aside in favour of benefits calculated to meet individual and family needs in order for social security to do more for poverty prevention and alleviation. One fifth of the aged, disabled, and survivors directly exposed to the risk of poverty and dependency by loss of earnings, would be poor except for their social security payments; specifically, three out of every four aged who receive social security would be poor were it not for their benefits. This is not to say that social security payments have done enough, or as much as they could, to prevent people from slipping into poverty when the family breadwinner's earnings disappear. It is certain that social security could do more."

Booth's book deals with the major public and social insurance programs, the experience under them, the major social policy problems and issues. It also suggests areas of desirable program improvement, and aims to inform the general reader, as well as students of social security. It should be useful also to people working in agencies operating social security programs who find, more and more often, that they need broader understanding of the place of their own activities in the complex context of public and private programs.

(Ronald Tennant is employed with the Conciliation and Arbitration Branch of the Department as an Industrial Relations Officer.)

# PRICE INDEXES

## CONSUMER, JANUARY

**The consumer price index (1961 = 100) rose 0.8 per cent to 157.6 in January from 156.4 in December. Food prices advanced 1.1 per cent and the level of prices for all items other than food increased 0.7 per cent.** Among non-food components the transportation index rose 1.6 per cent and the housing component 0.6 per cent. The recreation, education and reading index increased 0.5 per cent and that for health and personal care, 0.4 per cent. The clothing index declined 0.1 per cent and the tobacco and alcohol components were unchanged. **Between January 1973, and January 1974, the all items index advanced 9.1 per cent.**

The food index increased 1.1 per cent to 174.0 from 172.1 mainly because of an increase of 1.2 per cent in the level of prices for food consumed at home; food eaten away from home rose 0.7 per cent. Increases in the index of home-consumed food were due to higher

price levels for fresh and processed fruit and vegetables, for beef, and for sugar, which rose almost 35 per cent in January and 47 per cent above its level of a year ago. Pork and poultry were the only major index components recording decreases. Fruit and vegetable prices registered an increase of 3.7 per cent—fresh vegetables advanced 7.4 per cent and fresh fruit, 2.0 per cent. Since January 1973 fresh fruit prices rose over 27 per cent and fresh vegetable prices declined more than 4 per cent. The index for meat, poultry and fish declined 0.1 per cent in the latest month as pork prices decreased 1.2 per cent and poultry prices 0.7 per cent, outweighing an advance of 0.8 per cent in the average price of beef. Since January 1973, poultry prices, on average, rose 37 per cent and beef and pork advanced over

22 per cent. Egg prices increased 1.1 per cent between December and January and were retailing more than 31 per cent above their level of a year earlier. The bakery and cereal products index advanced 0.1 per cent because of price increases for such products as cookies, cake mix and macaroni; bread prices were unchanged. The index for dairy products rose 0.3 per cent in response to higher quotations in several centres, for cheese and ice cream. Higher prices for margarine and shortening were responsible for an increase of 1.2 per cent in the index for fats and oils. Prices of convenience food items rose 1.0 per cent, on average, and beverage prices, including coffee, tea and



soft drinks, advanced 0.8 per cent. Among other food items, important increases were recorded for chocolate bars and jelly powders. **Since January 1973, the food index increased 16.0 per cent—the price of food consumed at home rising 5.6 per cent and that for food consumed away from home, 18.1 per cent.**

**The housing index rose 0.6 per cent to 158.4 in January** from 157.4 in December because of increases of 0.4 per cent and 1.0 per cent in the shelter and household operation components. Within shelter, the home-ownership element advanced 0.7 per cent because of increases in the indexes for mortgage interest, new houses and home-owner repairs; rents advanced 0.1 per cent. Among other home furnishings, floor coverings, linen, draperies and dishes were higher in price. Household supply items rose 0.7 per cent as most items surveyed recorded increases. Higher wages for domestic workers in several centres were responsible for an increase of 3.3 per cent for household services. Between January 1973 and January 1974, the housing index rose 7.0 per cent.

**The clothing index declined 0.1 per cent to 144.8** from 144.9, mainly because of seasonal sale prices on several items, and was 7.5 per cent above its level of a year ago. In response to sales of women's and children's footwear, that index declined 0.7 per cent, and because of sales of outerwear and hosiery items, the women's wear index fell 0.1 per cent. The men's wear index rose 0.3 per cent as sale prices of some items were outweighed by increases in others; the children's wear index increased 0.2 per cent,

and that for piece goods advanced 1.1 per cent, reflecting higher quotations for cotton, cotton blends and synthetic material.

**The transportation index advanced 1.6 per cent to 143.5** from 141.3 as increases were recorded in the private and public transportation components. Within private transportation, new car quotations rose 3.3 per cent as general increases were recorded for all models priced. The largest relative advances were registered for the compact and sub-compact models. Motor oil prices rose, on average, 2.4 per cent; the gasoline index, having risen for the previous eight consecutive months, was unchanged. The increase in the public transportation component was mainly because of advances in the train and plane fares elements. There were effective taxi fare increases in Winnipeg and in several Quebec cities. Between January 1973 and January 1974 the transportation index rose 7.7 per cent.

**The health and personal care index rose 0.4 per cent** to 161.8 from 161.1 and it was 6.5 per cent above its level of a year earlier. Increases of 0.6 per cent in the personal care and 0.2 per cent in the health care components, were recorded. Among items of personal care, toiletry prices rose, on average, 0.7 per cent and men's haircut charges

increased in several centres. Some price increases for non-prescribed medicines were mainly responsible for the advance in the health care component.

**The recreation, education and reading index rose 0.5 per cent** to 149.0 from 148.3 mainly because of higher newspaper subscription rates in Toronto, Quebec City and some other centres. Since January 1973, the recreation, education and reading index advanced 5.3 per cent. **The tobacco and alcohol index was unchanged from its December level of 136.9** and was 1.2 per cent above its level of January 1973.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. Between December and January, the total goods index advanced 0.8 per cent with the largest increase being recorded for durable goods that rose 1.9 per cent mainly because of higher prices for new cars. The index for non-durable goods increased 0.8 per cent because of higher food prices. The component for semi-durable goods remained unchanged as lower clothing prices were offset by higher quotations

for household furnishings. The services index rose 0.6 per cent and increases were registered in the shelter, transportation and health elements. Between January 1973 and January 1974, the total goods index advanced 11.1 per cent and that for services 6.5 per cent.

#### CITY CONSUMER, JANUARY

**Between December 1973 and January 1974, consumer price indexes rose in all regional cities and city-combinations** with food increases ranging from 0.1 per cent in St. John's, Nfld., to 1.1 per cent in Toronto. **Food indexes increased in all cities.** Higher prices were registered in most centres for dairy, bakery and cereal products, beef cuts, fresh produce, processed fruits and vegetables, sugar, and food eaten away from home; pork and poultry prices were generally lower across the country. **Housing** components advanced in all cities except St. John's, reflecting increased shelter costs and higher prices for furniture and household supplies. Increased wages for domestic workers were registered in many cities. **Transportation** indexes rose in all cities and city-combinations because of increases in the train and plane fares indexes and higher prices for new cars and

motor oil; taxi fares were higher in several cities. The remaining components registered mixed movements.

#### WHOLESALE, DECEMBER

**The general wholesale price index rose 0.8 per cent to 412.0 from 408.9.** It was 25.5 per cent higher than the December 1972 index of 328.3. Five of the eight major groups indexes were higher and three declined.

The vegetable products group increased 2.2 per cent to 423.3 from 414.0 on higher prices for sugar and its products, vegetable oil products, livestock and poultry feeds, rubber and its products, canned vegetables and fruits and miscellaneous products. The chemical products group also advanced 2.2 per cent to 277.6 from 271.7 with price increases for fertilizer materials and paint and paint materials.

The iron products group rose 1.1 per cent to 376.3 from 370.9 on price increases for scrap iron and steel, hardware and rolling mill products. The index for non-metallic mineral product advanced to 277.9 from 274.3 and that for textile products to 391.1 from 386.5.

Declines in copper and its products brought a 0.9 per cent decrease in the non-ferrous metals group to 354.1 from 357.2. There were minor declines for the other major groups—to 479.8 from 482.6 for the animal products group and to 515.1 from 515.9 for the wood products group.

# LEGAL DECISIONS

## WRONGFUL DISMISSAL

*Gillespie et ux. v. Bulkley Valley Forest Industries Ltd.*, British Columbia Supreme Court, Aug. 17, 1973, W.W.R. Pt. 6, pages 551-563, (Dec. 15, 1973)

The plaintiff alleged that he was wrongfully dismissed by the company by which he had been employed as production co-ordinator at its sawmill from March 1967 to March 1972.

In 1970, Gillespie bought a lot from the company near its sawmill, and had a house built on it. The company agreed that if plaintiff's employment came to an end, the

company would purchase the home, provided that the plaintiff had occupied it for at least 12 months prior to giving his notice to terminate his employment. Gillespie took occupancy of the house on July 1, 1971 and he was dismissed by the company on March 8, 1972.

In his action for damages, Gillespie claimed that he was dismissed by the company on March 8, 1972 and given two months salary in lieu of notice, which he contended was unreasonable in the circumstances and that he should have been given 18 months notice. Further, he contended that the company should purchase his house at its present market value.

The company, on the other hand, contended that Gillespie's position had become redundant and, since he was paid on a monthly basis, two months notice was adequate. The company also took the stand that, as Gillespie had occupied the house for less than twelve months, the company was not bound by the agreement to purchase the house. Further, the company claimed that the cost of the lot and construction of the house, which totalled \$52,210.01, was overrated, as the market value was only \$37,000.

In handing down his decision, Mr. Justice Berger of the British Columbia Supreme Court said the law is that redundancy cannot justify dismissal, citing as cases that applied: *Bardal v. Globe & Mail Ltd.* (1960) O.W.N. 53, 24 D.L.R. (2d) 140, *Seed v. British Pacific Insurance Co.* (1961), 38 W.W.R. 113, 20 D.L.R. (2d) 593 (B.C.); *Chadburn v. Sinclair Canada Oil Co.*, (1966) 57 W.W.R. 447 (Alta); *Johnston v. Northwood Pulp Ltd.* (1968) 2 O.R. 521, 70 D.L.R. (2d) 15; *McGuire v. Wardair Canada Ltd.* (1969) 71 W.W.R. 705 (Alta); *Vos v. Security Trust Co. Ltd.* (1969), 68 W.W.R. 310 (Alta); *Paterson v. Robin Hood Flour Mills Ltd.* (1969) 68 W.W.R. 446 (B.C.); *D.H. Howden & Co. v. Sparling*, (1970) S.C.R. 883, 11 D.L.R. (3d) 746.

Gillespie was entitled to 12 months notice. Further, it is a principle of law that where a contractual arrangement depends upon the continuance of a state of affairs known to both parties, there is an implied obligation on the parties not to put an end to that state of affairs (**Chitty on Contracts**, 23rd ed., vol. 1 pp 629-30, paras 1350 and 1351). Since Gillespie was not given proper notice, his claim for damages was not limited to wages or salary only. The dismissal was a breach of contract, and damages flowing therefrom were recoverable (*Batt, Master & Servant*, 5th ed. 1967 pp 262-3).

The company was ordered to pay Gillespie 12 months salary, less the 2 months he had received, and to purchase his house at the construction cost of \$52,201.01.

(Case reported by William B. Sims, Legislative Research Branch.)



# DECISIONS OF THE UMPIRE

## CUB 3262

The applicant in this case was "the author of his own misfortune," because he lost his job "by reason of his own conduct," the Umpire said in dismissing an appeal by the claimant from the unanimous decision of a board of referees that upheld the insurance officer's decision that the claimant had failed to prove his availability for work.

The claimant, 20 years old and single, had been employed as a labourer at \$190 a week. He returned to his home, which is located in a sparsely populated area where there are no known employers of any importance. There was no evidence that he had obtained even one day's work after leaving his former job. He did register for work with a Canada Manpower Centre, but apparently no employment was offered to him.

The legislation having application to this case (25a of the Act) states that a claimant is not entitled to be paid benefit for any working day in an initial benefit period for which he fails to prove that he was either capable of and available for work, or unable to obtain suitable employment. Nor is he entitled, by Regulation 145(9), if he fails to prove that he is available for work and unable to obtain suitable employment on each working day in a period, and if he fails to prove that during that period he made reasonable and customary efforts to obtain employment.

The Umpire emphasized that unemployment insurance is essentially designed to cover cases of involuntary and short-term unemployment, and not cases of persons who deliberately leave their employment in large centres and move to isolated and sparsely populated areas, thereby exposing themselves to lengthy periods of unemployment.

Examining the claimant's situation on the basis of the foregoing provisions, the Umpire considered the case in the context of whether the claimant had made reasonable and customary efforts to obtain employment.

On the facts of this case, the applicant was the author of his own misfortune in the sense that he lost his job by reason of his own conduct, said the Umpire. His job paid quite well, and there was no evidence that he had looked for any other employment in the same area. He had deliberately removed himself from one of the most heavily industrialized areas of Canada to a scarcely populated area, where there were no known employers of any consequence. There he obtained unemployment insurance benefits for approximately four months.

Being young, single, without dependants, and therefore mobile, and having earned considerable income in his preceding period of work, the claimant presumably had the necessary means to look for work. The Umpire therefore reached the decision that the claimant had not made reasonable and customary efforts to obtain employment, and he dismissed his appeal.

# GENERAL TOPICS

## EMPLOYMENT, JANUARY

**Seasonally adjusted, the labour force was estimated at 9,525,000, with 9,005,000 employed and 520,000 unemployed.** The unemployment rate was 5.5 per cent compared with 5.4 per cent in December.

**The participation rate, the percentage of the population counted in the labour force, advanced to 58.2 per cent after remaining at 57.7 per cent in December and November.** The increase was concentrated among women 25 years of age and over and persons age 14 to 24.

**The seasonally-adjusted unemployment rate** increased in the Atlantic region and Quebec, was unchanged in Ontario and declined in the Prairies and British Columbia. The Atlantic rate was 9.3 per cent compared with 8.9 per cent in December; in Quebec 7.7 (7.5), Ontario unchanged at 4.1 per cent, the Prairies 3.0 (3.1) and British Columbia 5.5 per cent (6.0).

**Without seasonal adjustment, the labour force was estimated at 9,283,000—with 8,646,000 employed and 637,000 unemployed. The unemployment rate was 6.9 per cent.** This compared with a labour force of 9,298,000 in December with 8,786,000 employed and 512,000 unemployed, and an unemployment rate of 5.5 per cent. In January 1973, the labour force was 8,881,000 with 8,193,000 employed and 688,000 unemployed, and an unemployment rate of 7.7 per cent.

## APRIL CREDITS

**Photos.** Colin Price, Photo Features: inside cover, p. 256. NFB: p. 240, 259, 280, 283, 284, 285, 288. Canadian National: p. 261, 268, 273. International Labour Office: p. 249. Williams Bros Photographers, Vancouver: p. 257. Murray Mosher, Photo Features: p. 263, 291. Financial Times: p. 286. The Canadian Press, Toronto: p. 292.

# CONCILIATION

**During January the Minister of Labour appointed conciliation officers to deal with the following disputes:**

B.D.C. Ltd., Toronto, Ont., and International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, Locals 938, 91, 931, 141, 879 and 880 (representing certain employees working in the Provinces of Ontario and Québec (Conciliation Officer: T. B. McRae).

Canadian Overseas Telecommunication Corporation, Montréal, Qué. and the Overseas Communications Union, Local 272 (CLC) (Conciliation Officer: J. J. de Gaspe Loranger).

Arrow Transfer Company Ltd., North Vancouver; Bekins Moving and Storage Company Limited, Vancouver; Commercial Truck Company Limited, New Westminster; Hill Security Ltd., North Vancouver; O.N.C. Motor Freight System, Burnaby; Soo-Security Motorways Ltd., Burnaby; T.I.M.E.-D.C. Inc., Burnaby and Van-Kam Freightways Ltd., Burnaby and General Truck Drivers and Helpers, Local 31 and Teamsters Local 213 (Conciliation Officer: D. H. Cameron).

British Columbia-Yukon Railway Company and British Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing a unit of employees engaged in the servicing of track and classified as foreman, section-man and bulldozer operator) (Conciliation Officers: D. H. Cameron and R. F. Langford).

Northland Shipping (1962) Co. Ltd. Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Officer: George V. Rogers).

Western Cartage & Storage (1962) Limited, Edmonton, Alta., and General Teamsters, Local 36 (Conciliation Officer: R. F. Langford).

Canadian Pacific Air Line Limited, Vancouver, B.C., and Canadian Air Line Flight Attendants Association (Conciliation Officer: D. H. Cameron).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Halifax, N. S., and International Longshoremen's Association, Local 1341 (checker) (Conciliation Officer: C. V. Ogdén).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Officer: A. J. Franklin).

British Columbia-Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing a unit of employees engaged in the preparation and servicing of food).



the company's eating house at Bennett, B.C., and its section houses at White Pass and Pennington, B.C.) (Conciliation Officer: D. Cameron and R. F. Langford).

**Settlements by conciliation officers.** Somavrac Inc., Trois Rivières, Qué., and Transport Drivers, Warehousemen and Helpers' Union, Local 106 (Conciliation Officer: S. T. Payne) (LG, March, p. 21).

Air Canada and International Association of Machinists and Aerospace Workers, District Lodge 18 (representing a unit of cafeteria employees at the Air Canada Base, Dorval, Québec) (Conciliation Officer: M. Archambault) (LG, Feb., p. 149).

Eastern Provincial Airways (1963) Ltd., Gander, Nfld., and Maritime Airline Pilots' Association (representing a unit of pilots) (Conciliation Officer: W. J. Gillies) (LG, Feb., p. 149).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Vancouver Canadian Pacific Shipyard Workers' Union, Local 1552 (CLC) (Conciliation Officer: D. H. Cameron) (LG, Feb., p. 149).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Victoria, B.C., and Victoria Canadian Pacific Maintenance Workers' Federal Union, Local 493 (CLC) (Conciliation Officer: D. H. Cameron) (LG, Feb., p. 149).

St. Charles Transportation Company Ltd., Québec, Qué., and Canadian Marine Officers Union (Conciliation Officer: S. T. Payne) (LG, Jan., p. 71).

**Disputes settled following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Maple Leaf Mills Limited, Komoka, Ont., and International Chemical Workers Union, Local 552 (representing a unit of employees at the Komoka Plant) (LG, March, p. 222).

CKCH Radio Limited (CKCH-AM-CKCH-FM), Hull, Qué. and National Association of Broadcast Employees and Technicians (settled with further assistance from M. Archambault) (LG, March, p. 222).

**Legal strike following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Meyers Transport Limited, Campbellford, Ont., and General Truck Drivers Union, Local 938 (Conciliation Officer: M. K. Carson) (strike commenced January 14, 1974) (LG, Feb., p. 149).

**Conciliation commissioner appointment.** Airwest Airlines Ltd., Vancouver International Airport, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers, Local 100 (Conciliation Commissioner: Professor Joseph C. Smith) (LG, Feb., p. 149).

**Conciliation commissioner report received.** National Harbours Board, Saint John, N.B., and Public Service Alliance of Canada (representing the National Harbours Board Police Association Group) (Conciliation Commissioner: R. J. Love) (LG, March, p. 222).

**Dispute settled in post-conciliation commissioner negotiations.** Canadian National Hotels Limited (Fort Garry Hotel), Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (LG, Feb., p. 150).

**Conciliation board fully constituted.** The Conciliation Board established to deal with a dispute between Air Canada and Canadian Air Line Employees' Association (representing a unit of passenger and communications agents) (LG, March, p. 222) was fully constituted with the appointment of Stanley H. Hartt of Montréal as chairman. Mr. Hartt was appointed by the Minister on the joint recommendation of the other two members of the Board, company nominee R. N. Gilmore, Toronto, and union nominee Douglas Fisher, Stittsville, Ont.

# RAILWAY ARBITRATION

**Five cases were heard in November and December by the Railway Office of Arbitration. One grievance was allowed, three dismissed and one dismissed with reservations.**

**Case No. 424.** Dispute between the Canadian National Railway Company and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over claims by a clerk and a warehouseman that they were overlooked for a Sunday assignment.

On a Sunday, an express delivery was made by an employee in another group, the Express office being closed. A clerk and a warehouseman in the Express group submitted a claim for pay, charging the company had violated an article of the collective agreement that provides: "Where work is required by the company to be performed on a day that is not part of any assignment, it may be performed by an available extra or unassigned employee who will otherwise not have 40 hours of work that week. In all other cases by the regular employee."

The arbitrator said that, as far as the grievors were concerned, the work in question was not part of any assignment. But the real question, he believed, was whether the grievors had an exclusive claim to performing the tasks on the date in question. The clerk who performed the task worked on Sundays, and did the work as part of his regular duties. Since the work was certainly within the competence of the employee who performed it, and it was performed in the course of his regular duties, the arbitrator could not see how the grievors could claim an exclusive right to it. The grievance was therefore dismissed.

**Case No. 425.** Dispute between Canadian Pacific Limited (CP Rail) and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over the pay rates of a clerical position created by merging the duties of a clerk-typist and a storeman.

When the functions of the purchasing and stores department were integrated, the position of clerk-typist was reclassified to clerk with additional storeman duties. The company contended that the new position should be compensated at a level some three grades

higher than that of a clerk-typist. The union believed that the job should be classified at the storeman level, which was six grades higher than a clerk-typist.

The company stressed that on one-third of the clerk's time was spent in performing the duties of a storeman, whereas he spent two-thirds of his time performing the functions of a clerk-typist. The arbitrator pointed out, however, that the clerk had to be qualified to perform the duties of a storeman. If the position were reversed, and a storeman was asked to perform the duties of a clerk-typist, he would be paid at all times at the higher rate. In the arbitrator's opinion, the combined job of clerk and storeman should rate the higher level of storeman. The grievance was therefore allowed.

**Case No. 426.** Dispute between Canadian Pacific Express Ltd. (CP Express) and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over the reinstatement of an employee, driver charged with impaired driving.

A tractor-trailer operator, vehicleman, asked to relieve another driver at 11:30 p.m., was stopped by the provincial police and charged with impaired driving.

and possession of liquor. Two weeks after the incident, the company dismissed him, and the union contended that the discipline was too severe.

The arbitrator noted that the grievor had a good record and that he had substantial seniority. These considerations might well move the employer to consider the possibility of alternative employment. In the arbitrator's opinion, however, he had proved that he could not be relied on for the particular job from which he was fired, and accordingly, the grievance had to be dismissed.

**Case No. 427.** Dispute between Canadian Pacific Limited (CP Rail) and the United Transportation Union over a crew's claim for pay for turnaround service within a trip.

A conductor and his crew were called in straightaway service for a trip from one point to another. They were told that along the way, they had to lift two piggyback cars, take them to a wye, turn them, and return to spot them at the pick-up point.

It was necessary to leave the eastbound main track clear so that another train could pass, so the grievors left the cars on the westward main track while carrying out the required "switching." After leaving the cars, the grievors then

lifted the two piggyback cars and went on to turn them on the wye. The grievors waited at that point for the overdue train, and when it cleared, returned to spot the two piggyback cars, picked up the cars of their train, and resumed the trip to the terminal.

The union contended that picking up the piggyback cars, going on to turn the cars on the wye, and the return movement to rejoin their train, constituted "turnaround service within a trip," for which the agreement provided additional payment.

In studying the facts and comparing them with other cases, the arbitrator came to the conclusion that the movement was essentially a switching movement, and did not constitute "turnaround service within a trip" within the meaning of the agreement. The grievance was therefore dismissed.

**Case No. 428.** Dispute between Canadian Pacific Limited (CP Rail) and the United Transportation Union over failure to reach agreement on the manning of extra yard shifts in yards where the parties have agreed that regular crews could be reduced.

The company and union had agreed that at four specified yards, regular and regular relief yard assignments could be manned by reduced crews. But at two of the yards, the company wanted the agreement to include extra yard assignments.

There were two questions to answer, the arbitrator said. "Does the agreement that all yard crews are reducible carry the implication that an extra crew in such yard is reducible?" And secondly, "Is there scope, under the collective agreement, to determine that an extra yard crew is reducible?"

With reference to the first question, if an agreement were made in the terms that "all yard crews" in a given yard were considered reducible, then it would seem to follow that an extra assignment fell within the scope of that agreement, and was therefore reducible. It is important to note that this was not part of the agreement in this particular case. The agreements applied to specified regular or regular relief assignments.

As far as the second question is concerned, it was the union's position that provisions had been made in the agreement to cover certain assignments that were identified as impossible to perform safely with a reduced crew. The company contended that in a yard where all assignments had been agreed or determined to be reducible, there should be a means of determining the reducibility of extra crews.

The arbitrator came to the conclusion that whether or not an extra yard assignment was reducible had to be judged individually. He believed that although the agreements made in this particular case did not necessarily involve the reducibility of crews on extra assignments, it could not be said that no extra assignment could be considered reducible.



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**1. Bernier, Jean.** L'apprentissage au Québec; facteurs d'adhésion et facteurs d'abandon. Québec, Ministère du Travail et de la Main-d'oeuvre, 1972. 329 p.

## ARBITRATION, INDUSTRIAL

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**5. Atherton, Wallace Newman.** Theory of union bargaining goals. Princeton, N.J., Princeton University Press [1973] 168 p.

**6. International Union, United Automobile, Aerospace and Agricultural Implement Workers of America. Canadian Region.** Report to the Canadian UAW Collective Bargaining Conference, Toronto, April 14 and 15, 1973. [Toronto, 1973] 46 p.

**7. U.S. Office of Labor-Management Policy Development.** Collective bargaining in public employment and the merit system. [Prepared by Jerry Lechhook and Herbert J. Lahne] Washington: GPO, 1972.

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**8. Rinaldi, Lawrence J.** Containerization: the new method of intermodal transport. New York, Starline Pub. Co. [1972] 80 p.

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1. **Cummings, E. Dianne.** Manpower in a general equilibrium context: the model specification, by E. D. Cummings and W. E. Diewert. [Ottawa] Canada Department of Manpower and Immigration, Strategic Planning and Research, Research Projects Group, 1973. 39 p.

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## EMPLOYEES-DISMISSAL

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19. **Ontario. Ministry of Labour. Research Branch.** Labour market experience of persons who received advance notice of employment termination [by] Ian B. McKenna. [Toronto] 1973. 11 p.

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20. **Jain, Harish Chand.** A study of managerial recruitment and selection in the Canadian manufacturing industry; a paper presented at the annual conference of the Association of Canadian Schools of Business, McGill University, June 4-6, 1972. [Hamilton] McMaster University, Faculty of Business [1973] 22 p.

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21. **Macbeath, Innis.** The European approach to worker-management relationships. [Washington] British-North American Committee [1973] 92 p.

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22. **Great Britain. Department of Employment.** Employment and training: government proposals. London, HMSO, 1973. 14 p.

## EQUAL PAY FOR EQUAL WORK

23. **Trades Union Congress.** TUC Conference on Equal Pay: [report of a conference of affiliated unions to discuss the implementation of equal pay, Congress House, London, January 18, 1973. [London, 1973] 63 p.

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24. **International Labour Office.** Labour inspection; purposes and practice. Geneva, 1973. 234 p.

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**28. Baum, Stephen J.** A practical guide to flexible working hours [by] Stephen J. Baum and W. McEwan Young. [London] Kogan Page [1973] 186 p.

**29. Chalendar, Jacques de.** L'aménagement du temps. [Paris, Bruges] Desclée de Brouwer [1971] 173 p.

**30. Evans, Archibald A.** Flexibility in working life; opportunities for individual choice. [Paris] Organisation for Economic Cooperation and Development [1973] 110 p.

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**35. Quester, George Herman.** The politics of public-sector labor relations: some predictions. Ithaca, N.Y., Institute of Public Employment, New York State School of Industrial and Labor Relations, Cornell University, 1973. 27 p.

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**40. Desrosiers, Richard.** Le travailleur québécois et le syndicalisme, par Richard Desrosiers et Denis Héroux. 2<sup>e</sup> édition revue, corrigée et mise à jour. Montréal, Les Presses de l'Université du Québec, 1973. 156 p.

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**42. Flagler, John J.** Profile of the Minnesota labor movement [by] John J. Flagler, with the assistance of Francis E. Kapsch [and] A. Subbarao. Minneapolis, University of Minnesota, Industrial Relations Center, 1972. 45 p.

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**43. Yavitz, Boris.** The labor market: an information system [by] Boris Yavitz, Dean W. Morse with Ann B. Dutka. Foreword by Eli Ginzberg. N.Y., Praeger [1973] 131 p.

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## MANPOWER POLICY

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## OLD AGE PENSIONS

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# ABOUT STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended January 19, 1974		9,283	−.2	+4.5
Employed .....	January	8,646	−1.6	+5.5
Agriculture.....	January	386	−1.3	+3.5
Non-agriculture.....	January	8,260	−1.6	+6.0
Paid workers.....	January	7,708	−1.6	+6.3
At work 35 hours or more.....	January	6,832	−3.0	+6.8
At work less than 35 hours.....	January	1,470	+1.9	+2.1
Employed but not at work .....	January	344	+13.2	−3.6
Unemployed.....	January	637	+24.4	−7.4
Atlantic.....	January	94	+34.3	+8.0
Québec.....	January	240	+25.7	−2.8
Ontario.....	January	173	+25.4	+1.8
Prairie.....	January	60	+17.6	−32.6
British Columbia .....	January	70	+12.9	−26.3
Without work and seeking work .....	January	594	+24.9	−6.3
On temporary layoff up to 30 days .....	January	43	+22.9	−21.8
INDUSTRIAL EMPLOYMENT (1961 = 100)† .....	October	140.8	+ .6	+5.5
Manufacturing employment (1961 = 100)† .....	October	133.6	+ .6	+5.9
MIGRATION .....	1st 9 mos. 1973	119,890	—	—
Destined to the labour force .....	1st 9 mos. 1973	60,892	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	December	85	−24.1	+9.0
No. of workers involved .....	December	62,312	+34.9	+465.6
Duration in man days.....	December	312,140	−13.9	+137.9
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)† .....	October	164.40	+ .4	+7.1
Average hourly earnings (mfg.)†.....	October	3.92	−.3	+8.3
Average weekly hours paid† .....	October	40.1	+ .3	−1.5
Consumer price index (1961 = 100) .....	October	135.8	−.1	−2.2
Index numbers of weekly wages in 1961 dollars (1961 = 100)†..	October	154.3	−0.3	+8.7
Total labour income (millions of dollars)†.....	December	5,490.7	−1.6	+10.9
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100) .....	December	216.8	−0.1	+4.9
Manufacturing.....	December	212.4	—	+4.5
Durables.....	December	247.3	+0.1	+3.8
Non-durables.....	December	184.7	−0.3	+5.2
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	December	243,100	—	—
Completions.....	December	2,212	−6.2	—
Under construction .....	December	174,852	+7.1	—

estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

advance data.

preliminary.

Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1968-1973

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			Duration in Man-Days	Per Cent Estimated Work Time Lost
		Strikes and Lockouts	Workers Involved			
1969 .....	566	595	306,799		7,751,880	0.0
1970 .....	503	542	261,706		6,539,560	0.0
1971 .....	547	569	239,631		2,866,590	0.0
1972 .....	556	598	706,474		7,753,530	0.0
* 1973 .....	666	712	349,866		5,705,090	0.0
1972: December .....	27	78	11,017		131,180	0.0
† 1973: January .....	49	95	17,142		174,900	0.0
February .....	43	91	17,113		167,300	0.0
March .....	55	103	22,603		227,090	0.0
April .....	66	116	23,986		236,520	0.0
May .....	75	139	43,327		523,920	0.0
June .....	63	139	51,372		679,210	0.0
July .....	65	137	74,456		583,940	0.0
August .....	83	167	106,542		1,246,570	0.0
September .....	57	164	112,137		699,660	0.0
October .....	51	144	45,391		491,390	0.0
November .....	40	112	46,177		362,450	0.0
December .....	19	85	62,315		312,140	0.0

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, DECEMBER 1973, BY INDUSTRY, (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry .....	—	—	—	—
Mines .....	1	3	1,642	15,260
Manufacturing .....	11	51	23,061	195,550
Construction .....	1	5	457	6,770
Transportation and utilities..	1	6	961	14,830
Trade .....	4	10	5,359	33,730
Finance .....	—	—	—	—
Service .....	1	8	30,114	32,300
Public administration .....	—	2	721	13,700
ALL INDUSTRIES .....	19	85	62,315	312,140

## STRIKES AND LOCKOUTS, DECEMBER 1973, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland .....	—	1	99	—
Prince Edward Island .....	—	—	—	—
Nova Scotia .....	1	2	289	5,210
New Brunswick .....	2	3	1,153	5,210
Quebec .....	3	26	7,750	71,210
Ontario .....	8	24	48,549	155,610
Manitoba .....	2	5	1,090	21,810
Saskatchewan .....	—	—	—	—
Alberta .....	—	4	875	14,810
British Columbia .....	3	18	2,475	38,610
Federal .....	—	2	35	—
ALL JURISDICTIONS .....	19	85	62,315	312,140

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY)

Industry			Duration in Man-Days		Starting Date	Major Issues Result
Employer	Union	Workers Involved	Decem- ber	Accu- mulated	Termination Date	
Location						
<b>Mines</b>						
<b>METAL</b>						
Craigmont Mines Ltd., Merritt, B.C.	Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	7,070	26,780	Sept. 16 —	Wages, working condi- tions, job security
Giant Mascot Mines, Hope, B.C.	Steelworkers Loc. 946 (AFL-CIO/CLC)	150	2,850	9,150	Oct. 1 —	Safety conditions—
Brunswick Mining and Smelting Co. Ltd., Bathurst, N.B.	Steelworkers Loc. 7085 (AFL-CIO/CLC)	1,120	5,340	5,340	Dec. 7 Dec. 22	Renegotiations—Not reported.
<b>Manufacturing</b>						
<b>FOOD AND BEVERAGES</b>						
Dare Food (Biscuit Division) Ltd., Kitchener, Ont.	Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	7,220	151,390	May 26/72 —	Wages, hours—
<b>RUBBER</b>						
Firestone Tire & Rubber, Joliette, Que.	Rubber Workers Loc. 790 (AFL-CIO/CLC)	300	5,700	58,800	Mar. 22 —	Delayed negotiations in a new contract—
Les Caoutchoucs Acton Ltée, Acton Vale, Qué.	CLC Directly Chartered	396	7,520	38,000	Aug. 13 —	Failed to reach agreement; employees locked out after slowdown—
<b>WOOD</b>						
MacMillan Bloedel Ltd., Red Band, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	190	190	69,920	June 19/72 Dec. 4/73	Not reported—Not reported.
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	3,800	65,200	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—
Forest Industrial Relations, Various locations, B.C.	Woodworkers (AFL-CIO/CLC)	3,000	—	7,500	Nov. 28 Dec. 3	Protesting wage adjustments— Return of workers.
Weyerhaeuser (Ont.) Ltd., Sault Ste. Marie, Ont.	Woodworkers Loc. 2-1000 (AFL-CIO/CLC)	355	4,970	4,970	Dec. 8 —	Wages & vacation benefits—
<b>FURNITURE AND FIXTURES</b>						
Artistic Woodwork Co. Ltd., North York, Ont.	Canadian Textile and Chemical Union Loc. 570 (CCU)	120	240	8,880	Aug. 21 Dec. 5	Union security—Contract signed with provisions for union consultation.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY) (CONT.)

Industry				Duration in Man-Days	Starting Date	
Employer						Major Issues
Location	Union	Workers Involved	Decem- ber	Accu- mulated	Termination Date	Result
PAPER						
Scott Maritimes Pulp Limited, Pictou, N.S.	United Paperworkers Loc. 440 (AFL-CIO/CLC)	240	5,310	6,340	Nov. 23 —	Wages—
Domtar Fine Papers Ltd., Windsor, Que.	Pulp & Paper Workers Federation (CNTU)	650	650	1,950	Nov. 29 Dec. 4	Employees locked out after slowdown to obtain pledge from company not to press charges for damages during previous walkouts—Company agreed.
PRIMARY METALS						
Reynolds Aluminum Co. of Canada Ltd., Cap-de-la-Madeleine, Que.	Steelworkers Loc. 7102 (AFL-CIO/CLC)	600	—	7,800	Nov. 14 Dec. 3	Wages—Total increase of \$1.45 an hr. in a three-year contract.
Grinnell Co. of Canada, Toronto, Ont.	Steelworkers Loc. 2835 (AFL-CIO/CLC)	220	4,180	5,500	Nov. 23 —	Not reported—
METAL FABRICATING						
Greening-Donald Ltd., Orangeville, Ont.	Steelworkers Loc. 6266 (AFL-CIO/CLC)	100	1,900	4,000	Nov. 2 —	Not reported—
MACHINERY						
Hobart Mfg. Co. Ltd., Owen Sound, Ont.	Machinists Loc. 386 (AFL-CIO/CLC)	150	2,850	21,000	June 11 —	Wages, fringe benefits—
TRANSPORTATION EQUIPMENT						
Motor Coach Industries, Fort Garry, Man.	Machinists Loc. 1953 (AFL-CIO/CLC)	850	18,820	30,360	Nov. 11 —	Wages—
Ford Motor Co. of Canada, Oakville, Windsor, Talbotville, Niagara Falls & Bramalea, Ont.	Auto Workers Locs. 1054, 200, 707 & 1520 (CLC)	15,000	75,000	165,000	Nov. 23 Dec. 10	Wages & overtime—Voluntary overtime, retirement after 30 years, increased pension & wage increases.
Aimco Industries Ltd., St. Catharines, Ont.	Auto Workers Loc. 199 (CLC)	140	1,960	1,960	Dec. 10 —	Cost of living clause—
ELECTRICAL PRODUCTS						
Great Lakes Carbon, Berthierville, Que.	Metallurgists Miners and Chemical Workers Federation (CNTU)	190	3,610	17,480	Aug. 19 —	Working conditions—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	Major Issues	
Employer		Workers Involved	Decem- ber	Accu- mulated	Termination Date	Result	
Location	Union						
Westinghouse Canada Ltée, Saint-Jean, Qué.	U.E. Loc. 560 (AFL-CIO/CLC)	272	5,170	6,530	Nov. 26 —	Wages, job evaluation and other provisions—	
NON-METALLIC MINERAL PRODUCTS							
Domtar Construction Materials Ltd., Caledonia, Ont.	Steelworkers (AFL-CIO/CLC)	220	3,300	9,900	Oct. 22 Dec. 20	Wages & other—30 month con- tract with three increases totalling \$1.05 an hr.; improved fringe benefits.	
Certified Automotive Products (Central) Ltd., Toronto, Ont.	Steelworkers (AFL-CIO/CLC)	260	2,600	2,600	Dec. 3 Dec. 17	Not reported—Not reported.	
CHEMICAL PRODUCTS							
Dow Chemical of Canada Ltd., Sarnia, Ont.	Oil Workers Loc. 9-672 (AFL-CIO/CLC)	800	12,800	40,800	Oct. 13 Dec. 26	Failure to negotiate contract hours of work—Wage increase, reduction in hours, vacation benefits improved.	
MISCELLANEOUS MANUFACTURING							
Reliable Fur Dressers & Dyers, Toronto, Ont.	Food Workers Loc. 68FL (AFL-CIO/CLC)	100	500	500	Dec. 3 Dec. 10	Wages—42% & 25% increases for floor workers & fleshers respectively over a 3-yr. contract; other benefits.	
Three fur dressers and dyers companies, Montreal, Que.	Food Workers Loc. 54F (AFL-CIO/CLC)	275	1,380	1,380	Dec. 3 Dec. 10	Wages—42% & 25% increases for floor workers & fleshers respectively over a 3-yr. contract; other benefits.	
Construction							
Alberta Insulators Contractors Assoc., Calgary area—Red Deer to U.S. Border	Asbestos Workers Loc. 126 (AFL-CIO/CLC)	115	920	8,180	Aug. 31 Dec. 13	Wages, hours, working con- ditions—Total increase of \$2.03 over 2 yrs.; increase in travel- ling time & in holiday pay.	
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	4,750	13,000	Oct. 17 —	Not reported—	
Transportation and Utilities							
COMMUNICATION							
Okanagan Telephone Company, Okanagan Valley, B.C.	Federation of Telephone Workers of British Columbia (CLC)	550	10,450	49,180	Aug. 21 —	Wages, pension plan—	
Radio Québec, Montréal, Qué.	Service Employees Federation (CNTU)	143	3,170	11,340	Sept. 12 —	Wages, schedules & other—	

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY) (CONCL'D)

Industry			Duration in Man-Days		Starting Date	Major Issues	
Employer		Workers Involved	Decem- ber	Accu- mulated	Termination Date	Result	
Location	Union						
<b>Trade</b>							
Association des Epiciers détail- lants en alimentation, Jonquière, Qué.	Commerce Federation (CNTU)	444	890	16,880	Oct. 12 Dec. 5	Slowness in negotiations— Three-year contract with \$47.00 a week total increase.	
Steinberg, Miracle Mart, Dominion Stores, Montréal & other locations, Qué.	Retail Clerks	4,400	30,000	30,000	Dec. 5 Dec. 13	Working conditions, wages, job security, notice requirements & pay equaliza- tion—Not reported.	
Darrigo's Food Markets, Toronto, Ont.	Food Workers Locs. 175 & 633 (AFL-CIO/CLC)	200	400	400	Dec. 20 Dec. 22	Not reported—Not reported.	
<b>Services</b>							
<b>EDUCATION</b>							
Several School Boards, Province-wide, Ont.	Ontario Secondary School Teachers' Federation	30,000	30,000	30,000	Dec. 18 Dec. 18	Protesting legislation of Bill 274—Return of teachers.	
<b>MISCELLANEOUS SERVICES</b>							
*Maritime Employees Association, Halifax, N.S.	Int. Longshore- men's Ass'n. Loc. 269 (AFL-CIO/CLC)	650	—	10,400	Nov. 8 Dec. 2	Working conditions & wages— Pay increase of \$1.10 an hr. over next two years; reduc- tion in size of work gang.	
<b>Public Administration</b>							
<b>LOCAL ADMINISTRATION</b>							
City of Edmonton, Edmonton, Alta.	Amalgamated Transit Workers Loc. 569 (AFL-CIO/CLC)	676	12,840	14,200	Nov. 29	Wages, hours, application of increments and terms of contract—	

\*Federal Jurisdiction



# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

**Labour Organizations in Canada** (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1972.

**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

**Wage Rates, Salaries and Hours of Labour, 1972**. An annual report which presents the results of a survey conducted at October 1 on occupational wage rates and standard hours of work in most industries and major communities in Canada. Paperback volume \$3.00. (Bilingual). Cat. No. L2-555.

**Wage Rates, Salaries and Hours of Labour, 1973**. An annual report in four volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; Volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$3.50. (Bilingual) Cat. No. L2-556.

**Working Conditions in Canadian Industry, 1972**. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

**Productivity, Costs and Prices**. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper no. 7. Price \$3.75. Cat. No. L41-1173.

**The Institutions of Industrial Relations in Continental Europe**, by Paul Talles, Economic Council of Canada. \$3.00. Cat. No. L41-1273.

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**Women's Bureau '71**. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated. (Bilingual). Free.

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**Women in the Labour Force: Facts and Figures** (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

**Conventions and Laws Relating To Working Women** (Bilingual). Free.

## LEGISLATIVE RESEARCH BRANCH

**Labour Relations Legislation in Canada**. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint, published yearly, updating material in this publication, is available free on request). Price \$3.50. Cat. No. L34-2069.

**Labour Standards in Canada**. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. L2-7/1972.

**Workmen's Compensation in Canada**. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

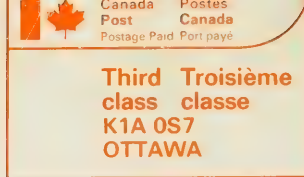
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**Bibliography, Occupational Safety and Health**. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1971. Free.

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## THE LABOUR GAZETTE

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1974

# THE LABOUR GAZETTE



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"Is arbitration really voluntary when the pressures being exerted by the Government on the railways and the rail unions to accept such a system are so open and so strong?" See: *We Being Railroaded Into Arbitration?*



# THE LABOUR GAZETTE

Monthly Journal  
Canada Department of Labour

Vol. 74, No. 5/May 1974

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**Labour  
Canada**

**Travail  
Canada**

# NEWS BRIEFS

## LEGISLATION FOR WOMEN

**Equal treatment for men and women** in a number of areas **will be ensured through new legislation** and amendments to existing legislation to be introduced in this session of Parliament, Labour Minister John Munro told the House of Commons during the Throne Speech debate.

Legislation creating a **Federal Commission on Human Rights and Interest** will include provisions to protect women from discriminatory practices and it will incorporate prohibitions against employment discrimination on the basis of age, sex and marital status that Munro had originally announced would be added to the Canada Labour Code.

"Our purpose in putting the employment provisions in the human rights legislation is to avoid the duplication and confusion that might result if the various fields in which discrimination may exist are covered by different pieces of legislation administered by different bodies," explained the Minister.

Another attempt to end discrimination will be made by **amending the legislation governing the Canada and Québec Pension plans**, said Munro. Both plans currently require everyone to contribute on the same basis, but they have differing provisions regarding benefits payable to the survivors of male and female contributors.

Men and women will receive equal status in a bill to be introduced by the Secretary of State amending the Canadian Citizenship Act. Another measure, **an Omnibus Bill on the Status of Women**, will be introduced, stated Munro. It will remove from a number of other Acts, provisions that are discriminatory or otherwise prejudicial to women. Examples of these Acts include the Canada Elections Act, which contains provisions respecting the listing of electors, the Immigration Act, which refers to the "head of family," and the Acts related to pensions and allowances for veterans.

Munro stated further that **female public service employees** will receive treatment equal to that of

male employees when the Treasury Board President proposes amendments to the Public Service Superannuation Act and related Acts. "Treasury Board already has a program under way to review a number of regulations, directives and other regulatory measures, with a view to removing inequities in them that are based on sex. A new relocation directive and a revised foreign service directive have already been issued, and some amendments have been made to such regulations as the Public Service Terms and Conditions of Employment Regulations, and the Payment of Estate Regulations."





## UNION BENEFITS

**Low-skilled workers gain more from belonging to unions than do workers with trades, or highly skilled craftsmen,** a study conducted and released by the Ontario Ministry of Labour research branch has suggested.

The study, **Union-Non-union Wage Differentials: A Cross-sectional Analysis**, examined about 10 per cent of Ontario's manufacturing industry. It concludes that union impact on wage levels is largely confined to unskilled or semi-skilled workers. The sex of the worker does not play much importance. "For basic labour, the union-non-union wage differential for females closely approximates that for males," stated the report, but that differential for the skilled occupations, even in absolute terms, is considerably smaller than the differential for the unskilled and semi-skilled occupations."

The study found that less than 5 cents an hour separate the pay levels of highly-skilled union and non-union workers, but this escalates to between 8 and 15 cents an hour for semi-skilled workers, and to between 14 and 15 cents an hour for low-skilled workers.

## C. CERTIFICATION

**One of the largest certifications in British Columbia's labour history** occurred March 8 when that province's Labour Relations Board awarded the B.C. Government Employees' Union (BCGEU) a certificate as bargaining agent for about 30,000 provincial public service employees, or about 66 per cent of the B.C. public service.

Excluded from the bargaining unit are two units, one for registered and psychiatric nurses, and one for employees who are members of professional associations with statutory powers to license their members — foresters, architects, doctors and dentists, for example.

The certification, under the Public Service Labour Relations Act, formally ending a period in which the BCGEU bargained with the provincial Government under permission granted by Cabinet order, **differs from the new provincial labour code covering workers in private industry.** A key difference between them is that under the private industry Act, the Labour Relations Board has authority to determine what is an appropriate bargaining unit. A section of the Act covering public service employees requires automatic certification by the board of a union that applies and can prove paid-up membership of a majority of the unit's employees.

Opposition to the certification was registered by the Canadian Merchant Service Guild, which seeks separate representation for 500 ferry officers, and the Interprovincial Power Engineers Association, which asked for a delay to get separate legislation for stationary engineers employed in public buildings.

## PSSRB STUDY

**The federal Government should have the right to lock out striking public servants,** a study by Jacob Finkelman, Chairman of the Public Service Staff Relations Board, has recommended to the Government. The 300-page document, is titled **Proposals for Legislative Change**, and it contains many recommendations that could be the basis for the reform of laws applying to unionized federal employees.

A statement released with the report noted that the current law regulating the relationships between the Government and its employees has generally worked well, and "the report takes as its

starting point the position that it is not desirable to recast drastically the framework for regulating employee-employer relationships."

**Currently, the Public Service Staff Relations Act contains no provisions for the lockout of striking employees.** The study said it is unlikely that the Government would lock out workers to make them comply with job terms and working conditions, but that, in the case of rotating strikes, a lockout might be an effective anti-strike weapon. Finkelman told reporters at a news conference that he hoped the adoption of the study's other recommendations would lessen the likelihood of strikes.

These recommendations include: (1) rebuilding of the Public Service Staff Relations Board into a neutral, full-time board instead of the current tripartite, semi-permanent tribunal; (2) experimental use of final-offer selection as a third means to settle contract disputes; (3) increased union participation in discussions on superannuation (although basic benefits, contributions and characteristics of the Public Service should not be subject to bargaining); (4) use of bargaining agents to negotiate master contractual agreements with the Government, thus permitting the Public Service Alliance to negotiate once on a number of clauses that would apply to all bargaining units; (5) appointment of mediators by the Board chairman without his having to request permission to do so from the disputing parties; (6) arbitration concerning the environment in such matters as health, safety and physical well being; and (6) permission under the Act to merge union bargaining units.

## FREE DENTAL CARE

**Free dental care treatment plans for children will be initiated in two provinces this year:** Québec's plan was scheduled to begin May 1; Saskatchewan's will begin operation on September 1.

**The Québec program** will provide free dental treatment for all children in that province under 8 years of age—about 600,000—and, at an estimated cost of \$9 million, will cover all dental work in dentists' offices or hospitals. Also covered in the plan is education in oral hygiene, and the use of preventive measures such as cleaning teeth and coating them with fluoride.

**About 15,000 six-year-old children in Saskatchewan** will be eligible to enroll in that province's program. Children who are voluntarily enrolled in it will receive dental examinations and many necessary diagnostic, preventive, restorative and surgical services. Operating

through clinics in schools, examinations will be conducted by fully qualified dentists, who will also recommend any necessary treatment, and direct the implementation of the treatment by dental teams, each consisting of a dental nurse and two dental assistants. Services beyond the scope of the teams will be referred either to a dentist working in the plan or to a private-practice dentist of the patient's choice.

The cost of the Saskatchewan plan for the 1974-75 fiscal year is estimated to be \$1.8 million for operating costs and \$1.7 million in capital and implementation costs. The province hopes to include all children from 3 to 12 years of age by 1978.

## WOMEN'S NEWSPAPER

**The Status of Women News**, a new tabloid newspaper published by the National Action Committee on the Status of Women, Toronto, **provides an overview of Status of Women activities in Canada.** The first number appeared last July, and four more are planned for 1974.

The first two numbers contained national news concerning women's rights, a story about two court cases "where women lost heavily," histories of the status of women in Canada and in Québec, a story on pay discrimination against women in the federal Public Service, and the news of women's activities and conferences.

One issue published a sample of a letter that women can use when writing to their legislative assembly members seeking legislation. The **News** also contains the addresses of various women's bureaus, centres, organizations and newspapers in Canada.

The **News** prints articles in English and French. Subscriptions are available from the National Action Committee, Status of Women, Box 927, Adelaide Street, Toronto M5C 2K3.

## 1973 IMMIGRATION

**Immigration to Canada rose to 184,200 during 1973**, an increase of 51 per cent from 1972's total of 122,006, according to the Department of Manpower and Immigration.

Of these immigrants, 117,730 arrived during the year, and 66,466 were persons who had arrived in Canada during the past few years and had applied to remain permanently.

**Britain was the major source** providing 26,973 or 14.4 per cent of Canada's immigrants. This represents an increase of almost 9,000 immigrants from 1972. The United States provided 25,242 or 13.9 per cent. Hong Kong provided the third largest number of immigrants: 14,662 or 8 per cent.

Other countries that provided large numbers of immigrants included Portugal, with 14,483 or 7.3 per cent of the total; Jamaica, 9,363 or 5.1 per cent; India, 9,203 or 5 per cent; the Philippines, 6,757 or 3.7 per cent; Greece, 5,833 or 3.2 per cent; Italy, 5,468 or 3 per cent; and Trinidad, 5,138 or 2.7 per cent.





## WORK STOPPAGES, 1973

The highest number of work stoppages on record—712—involving 349,866 workers, resulted in the loss of 5,705,090 man-days last year, the Canada Department of Labour has reported. The time lost was the equivalent of 30 man-days for every 10,000 man-days of working time.

In 1972, there were 598 work stoppages involving 706,474 workers and resulting in 7,753,530 man-days lost, or 43 man-days lost for every 10,000 worked. The highest number of stoppages prior to 1973 was recorded in 1966, when there were 617 work stoppages.

## AUTO TRADE PACT

Canada's trade position in automotive products with the United States in 1973 dropped to a deficit of \$356 million from a \$75 billion surplus in 1972, according to Statistics Canada. It was the third successive year that imports exceed exports.

Automotive products imported from the U.S. showed a sharp rise of 26.3 per cent to \$5.66 billion. Exports rose by 16.4 per cent to \$5.3 billion. The trend of Canadian exports differed for vehicles and parts; in the case of vehicles, a 37-per-cent decline in snowmobile exports to \$66 million was offset by a 13-per-cent increase in the export of other vehicles to \$3 billion. Parts exports increased 24.4 per cent to 2.24 billion.

Canadian imports from the U.S. also differed for vehicles and parts, with the vehicle component growing by 33.8 per cent to \$2.08 billion in response to higher automobile sales in Canada. Parts imports rose 22.3 per cent to \$3.58 billion.

## CLRB PUBLICATION

The Canada Labour Relations Board is now publishing its own periodical, called "d-i" (for Decisions-Information), which contains decisions of the Board and reasons for judgment. Previously, **The Labour Gazette** had carried this information.

The CLRB was appointed by an Order in Council effective February 1973, in anticipation of increasing demands in the industrial relations field, and as a result of new industrial relations legislation contained in Part V of the Canada Labour Code (LG, 1973, p. 169).



# FEEDBACK

## BOUQUET

Thank you very much for your generous story on Carling O'Keefe as it appeared in **The Labour Gazette**, February edition ("Brewer's Recipe for a Good Labour Relations Brew," by Ted Weinstein). The story has been told accurately, professionally written, and I am most grateful to you for this excellent commentary.

Wilmat Tennyson, President,  
Carling O'Keefe Limited,  
Toronto.

## BRICKBAT

It is with some reluctance that we again find it necessary to complain about an item carried in **The Labour Gazette** which I consider to be biased in nature, and in my opinion is designed to leave the reader with an impression that is totally false. The item in question appears on page 2 of your January

1974 issue, and purports to be a "news brief" on the 1971 report of the Corporations and Labour Unions Returns Act (CALURA).

It had always been my understanding that **The Labour Gazette**, as the official publication of the Canada Department of Labour, was dedicated to the presentation of factual information concerning industrial relations in a straightforward and unbiased manner. On a number of occasions, the Canadian Labour Congress has found that this has not been the case, and we have complained in the past about what is apparently becoming a regular and deliberate attempt to inject editorial bias into your columns against the Canadian Labour Congress and its affiliated unions.

In bold-face type you proclaim in the first sentence that "American-based unions in Canada in 1971 collected nearly twice as much money as they spent." Your slavish adherence to the kind of cheap sensationalism that usually accompanies the appearance of the CALURA reports in the media

could be presented as a clear example of your attitude toward the working people in this country and the unions to which they belong.

Perhaps you would in a future issue devote some time and attention to explaining to the 165,000 **Canadian** Steelworkers, the 102,000 **Canadian** Automobile Workers and all other **Canadian** members of international unions in our country just what an "American-based union" is. The many thousands of Canadian citizens who are members **by choice** of international unions, pay taxes, raise their children and contribute their labour to this country's economy do not consider themselves to be "American-based," and I suggest to you that they would resent most strongly the implication. There are 8,500 local unions in Canada, composed of nearly 2,000,000 working people, all of whom are "Canadian-based" and proud of it.

By clinging to the "pop" phrases of the current anti-labour bias favoured by many in our society, you denigrate those many thousands of Canadian workers and their unions. We in the organized labour movement do not differentiate between national, international or regional unions. All their officers and members are Canadian, and all are affiliated with the CLC, which is their "Canadian-based" labour organization.

You and your staff are well aware of the many shortcomings of CALURA and are fully apprised of the views of the Canadian Labour Congress concerning the presentation of the material contained in these reports. Your article stated that the CLC "claims" the CALURA reports are not accurate, which is quite correct. Not only do we claim

his to be factual but your own publication does so as well! Furthermore, in an article written in CALURA by Canada Department of Labour Economist Dr. J. K. Eaton and carried in your August 1972 issue, Dr. Eaton stated that the union movement, however, is itself composed of Canadian citizens, and is probably more responsive to Canadian national feelings than are other across-the-border institutions."

Perhaps it would be useful for you to direct your staff to read from your own publications from time to time in order to acquaint them with the facts as they concern the Canadian labour movement. Concerning CALURA itself, I am sure that Dr. Eaton would be more than willing to provide you with additional material or information that you and your staff may require for your edification.

The continual repetition of innuendo and falsehoods do not make them facts even though they appear in the pages of **The Labour Gazette**.

E. R. Robinson,  
Director of Public Relations,  
Canadian Labour Congress,  
Ottawa.

## JUMPED CLAIMS

I must congratulate you on the cute method you have developed for getting in your licks at international unions in Canada. I notice you have used it at least twice. I refer to your summation of the 1971 CALURA report on pages 2 and 3 (of the January Gazette).

The final paragraph, purporting to explain the basis of CALURA, refers to omissions on the expense side cited by the Canadian Labour Congress. As you word it, the CLC (which you take care to point out is 75 per cent international) "claims" the report does not provide an accurate picture. On the one hand, the figures in dollars and cents, and on the other, the "claims" made by "CLC spokesmen."

I suggest to you that it ought to be obvious to anyone with any involvement in the Canadian labour movement, whether as a participant or an interested observer, that the omissions identified by the CLC are substantial and are more than just claims.

I further suggest that, if you have a genuine interest in the facts, you carry out your own survey of international unions in Canada concerning the value of these expenditures which are not reported in CALURA.

As a Canadian, and as a member and official of the United Steelworkers of America, I'm proud of the job our members and their

elected officers have done since the original formation of the Steelworkers Organizing Committee. I'm proud, too, of the accomplishments of the CLC's other affiliates, both national and international.

We will manage together, I'm sure, to continue our work on behalf of working people in Canada and around the world, despite the efforts of yourself and others to disunite and discredit us by portraying international unions as some species of foreign profit-extracting business. Most newspaper and magazine editors state their biases frankly and often persuasively in their editorial columns. Surely it's time you came out into the open.

Donald H. Taylor,  
Ass't. to the National Director,  
United Steelworkers of America,  
CLC,  
Toronto.

**(Editor's comment:** Biased? Sentence 2, paragraph 5 of the article states that "Statistics Canada issues a disclaimer with each report, noting that the study is not a complete statement for either income or expenditures.")

# INTERNATIONAL ROUNDUP

## EUROPE

A government report in **Sweden** suggests that **company books and financial records be opened to an "employee consultant."** According to a newsletter, **Industrial Relations Europe**, the report recommends that works councils and employee representatives on the board be given "the right to an accountant of their own; facts and analyses concerning the company's current situation and financial prospects would be brought back to them for use in drawing up their own plans."

The newsletter adds that, in **France**, a court order has established the right of unions to inspect company records; and in **Belgium**, "a new decree on disclosure of financial information to Works Councils allows for co-option of an expert to assist in interpreting financial reports, and for carrying out special studies."

**Belgium's** law on Works Councils (Conseils d'Entreprise) calls for such Councils to be formed in every enterprise employing 150 or more workers. The Council consists of the managing director, one or more management representatives,

and from two to 25 employee representatives. The information that the new decree says must be given to the Works Councils by management is considerably more detailed than that normally available to shareholders.

## WEST GERMANY

The West German Cabinet has approved **a bill giving workers an equal voice with shareholders in the running of all large industrial concerns.** Under the new plan, the supervisory boards of about 650 German enterprises with more than 2,000 employees will be composed of 10 shareholders representatives and 10 employees representatives, beginning January 1, 1975.

Of the 10 workers delegates, one will be a middle-rank manager representing the executives, and three may be trade union officials from outside the firm itself. The management board will be elected by a simple majority of the supervisory board. **The Cabinet has also approved another piece of legislation giving workers a stake in their firm's capital.**

Shareholders and workers have been equally represented on the supervisory boards of the coal, iron and steel industries since 1951. The new bill extends this principle to

the rest of industry, in which until now, only a third of the board members have been drawn from employees.

Trade unions find it difficult to accept an executive in the ranks of labour because of the danger that, when in doubt, he will cast his vote on the side of management—that is, the owners. And they object to the limitation of the plan to concerns with more than 2,000 employees. **Employers are unhappy with the legislation because they see in it a danger to the market economy.**

## BRITAIN

**British industry returned to a five-day workweek** on March 8, after a settlement of the coal miners strike, which had forced factories to cut their workweek to three days from January 1 (LG, Feb., p. 95).

**The settlement**, reached on March 6, just 48 hours after the formation of the new Labour Government, **gave the miners an average pay increase of 24 per cent.** The final offer made by former Prime Minister Edward Heath had been 16.5 per cent.



The country's 280,000 miners were awarded a one-year, \$230-million package, the lowest category of basic pay increasing to \$74 a week from \$58.50, and the highest to \$104 from \$85. The size of **the Coal Board's offer—the most generous ever won by the unions**—resulted from the Pay Board's discovery in February that miners, who traditionally received more money than other manual labourers, had slipped to seventh place, because their earnings were being computed on a basis different from that used to calculate the earnings of other workers.

The dispute not only drained the economy but also brought down a Prime Minister fighting to defend his prices and incomes policy. Rather than yield to the miners' demands, Edward Heath had decided in February to go to the voters for a strong mandate of support.

Eric Varley, Minister of Energy, estimated that the three-day week ordered by Heath because of a shortage of coal had cost about \$4.6 billion in lost production and unemployment payments to temporarily laid-off workers.

In another development, **noted left-winger Michael Foot was appointed Minister of Employment** in Prime Minister Harold Wilson's Labour Cabinet. Foot, a well-known author and political journalist, is Member of Parliament for Ebbw Vale.

## JAPAN

Japan is no longer a nation of cheap labour. **Wage increases in recent years have lifted average Japanese wages above those in Britain, France and Italy**, Labour Minister Takashi Hasegawa reportedly told a recent meeting of an international economic society in New York. But Japanese wages continue to lag behind those in West Germany, the U.S. and Canada.

According to Japanese Labour Ministry statistics, cited by Richard Halloran in **The New York Times**, Japanese wages in 1973 averaged about \$435 a month. This comprised 80 per cent of a worker's income, the remaining 20 per cent coming in the form of subsidized housing, medical care, fringe benefits, and recreational facilities.

Hasegawa also warned Japanese labour that it must moderate its demands or risk inflicting heavy damage on Japan's economy, Halloran reported. **The major unions demanded a 30-per-cent wage increase this year**, compared with 20 per cent last year, and 15 per cent the year before. But both labour and management have let it be known that they expect to settle for a 25-per-cent increase—giving workers a 5-per-cent raise in real wages, however, because consumer prices are running 20 per cent above last year's.

Japanese and North American unions employ different bargaining tactics. **The Japanese strike first, then negotiate.** "Japanese unions, unlike their American counterparts, are company unions organized to maintain the paternal family style of Japanese corporations," Halloran pointed out. Moreover, they "also help preserve a lifetime employment system under which regular employees should never be laid off unless they commit a crime."

## UNITED STATES

**Collective bargaining can be effectively maintained under a system of voluntary arbitration**, according to David L. Cole, Chairman of the National Commission for Industrial Peace and one of the most respected mediators and arbitrators in the United States.

It is becoming evident to labour and management in a number of industries that they have many common interests that are of far

greater weight than the use of the strike, he reportedly said in an interview with **The Globe and Mail**. Cole emphasized that he **does not favour compulsory arbitration because he believes that people cannot be compelled to work in harmony**. Good will cannot be obtained by decree or law, he told the Toronto daily.

Although he favours voluntary alternatives to the strike, Cole said **this does not mean that the strike weapon should be permanently discarded**. Noting the various steps that have been taken from time to time to cut down labour's reliance on the strike, Cole remarked that it would not do if the parties who opt for arbitration were to put the burden on the arbitrator to solely determine what the union could have achieved had it proceeded with strike action. A more reasonable criterion is what the parties would have agreed upon under the prevailing facts and conditions, he said.

## ETHIOPIA

**Some 100,000 workers in Ethiopia have won major concessions** from their Government after a four-day general strike that crippled agriculture, industry, and transportation.

An agreement, signed in March by unions, employers and the Government, provided for an **increase in the minimum daily wage, improved social conditions, and the right to organize workers in essential services**. The strike—the first in Ethiopia's history—followed an uprising by the country's armed forces. This led Emperor Haile Selassie to promise reform of the constitution, and to accept the resignation of the Government of Aklilu Habtewold, which had governed for more than 10 years. The Confederation of Ethiopian Labour Unions, an ICFTU affiliate, claimed that the strike was a "100 per cent success for the workers."

# Arbitration in Essential Industries

## WHY SHOULD STRIKES CONTINUE TO BE THE FINAL TEST OF STRENGTH?

by J. C. ANDERSON

The right to strike has traditionally been viewed by unions as the ultimate weapon through which organized workers can use their collective power to obtain justice and equity from their employer. But now, **questions are being raised as to whether the right to strike, or the employers' right to take a strike, can continue to be the final test of strength** between employees and employers in industries in which the public cost and inconvenience of a prolonged work stoppage are high. Responsible persons on both sides of the bargaining table are sincerely searching for new approaches that hold out the promise of equitable solutions to contractual differences without the need to endure the costly disruptions of a strike.

Society has developed an orderly system for resolving differences in most areas of human relationships—but not so in the field of industrial disputes. When the courts must be called upon to rule on complex socio-economic issues, it seems unreasonable to continue to rely solely on raw economic strength to resolve conflicts in industry.

**Whether in an essential industry or in the public service, a strike can cause great harm and impose heavy costs that the public at large will no longer tolerate.** Public safety is jeopardized when a work stoppage is called by policemen, firemen, hospital



workers, and certain public employees. Strikes by railway, airline, and post office employees, and dock workers, for example, create substantial discomfort and inconvenience for the public, and can result in severe economic loss.

**If the strike can be interpreted as a minority right in these cases of public involvement,** then it cannot be justified when it adversely affects the safety or economic well-being of the majority, or even its convenience and comfort. **The costs having to be borne by the majority are becoming well-nigh intolerable.** For these reasons, it is incumbent upon management and labour to look for possible alternatives to strike action, particularly in situations in which the cost to the public at large is too heavy to bear.

**Keeping in mind the fact that most free collective bargaining results in settlements, what is the purpose of the right to strike?** Should the strike continue to be a right? And if so, what can be done to minimize the devastating effects of work stoppages in essential industries?

Surely we all recognize that free collective bargaining as we know it today, including the right to strike, cannot be maintained unless management and labour accept the responsibility for making the system work. Assuming this premise to be self-evident, it would be helpful if both parties, assisted by objective government experts, were to examine the various opportunities for voluntary recourse to third-party assistance, including arbitration.

**Could arbitration prove satisfactory as an alternative to our present negotiation-conciliation system for settlement of industrial disputes?** I believe it is possible, provided that the following criteria are met: (1) arbitration must lead to the resolution of the dispute between the parties; (2) the dispute must be resolved with little or no inconvenience to the public; (3) the parties to the dispute must be satisfied that they are not suffering through the arbitration process: employees should believe that they are being treated fairly, and the employer should believe that the economic viability of the industry is not being jeopardized; and (4) the arbitrator must have the confidence of the parties, and be free of political influence.



When measured against these criteria, it is not at all certain that arbitration on a compulsory basis is superior to our present system. If a process of third-party assistance is voluntarily accepted by both parties, however, **arbitration—on an experimental basis—may provide a satisfactory alternative.**

Let us look at the virtues and pitfalls of arbitration, and consider also the prospects for arbitration in cases in which contract renewal must go to arbitration because of the inability of the parties to reach a voluntary settlement.

**Arbitration offers three desirable features to the parties to a dispute. First:** it provides a form for **presentation of factual material.** Negotiations are a process whereby considerations of power and strategy tend, within limits, to override factual considerations. By contrast, arbitration is an impartial process, designed to elucidate the facts and merits of various positions.



**Second:** provided that an arbitrator adequately understands the technical matters facing him, **arbitration may be the only way to deal with certain sensitive issues.** Proper consideration of the merits and consequences of these issues may require the rigorous, fact-finding approach that arbitration affords.

**Wages and work rules should be weighed on a factual basis.** On the wage issue, an appropriate wage standard for a group of employees can be examined, and an assessment made of the position of the employees in relation to that standard. Similarly, work rules—including the impact of new technology, elimination of contractual manning requirements, featherbedding, and the effects of changes on seniority—can be considered in an unemotional, factual manner. There are circumstances in which issues of this complexity are best handled in the arbitration format. In fact, arbitration may be the most effective forum in which to explore fully and fairly the economic and technical aspects of such matters.

**Third: arbitration provides an open forum in which the parties can present their views.** Successive agreements based on the accommodative quid pro quo of negotiations may induce stresses and dissatisfactions in both management and labour representatives. Over time, these stresses may exert pressures on the labour relations relationship itself, and frustrations will develop—frustrations that will demand an airing and adjudication. When these occur, arbitration should provide a beneficial catharsis for both parties.

If we consider the use of arbitration on an ad hoc basis, we must bear in mind a major flaw that emanates from the context in which the arbitration takes place. In the recent railway dispute, arbitration



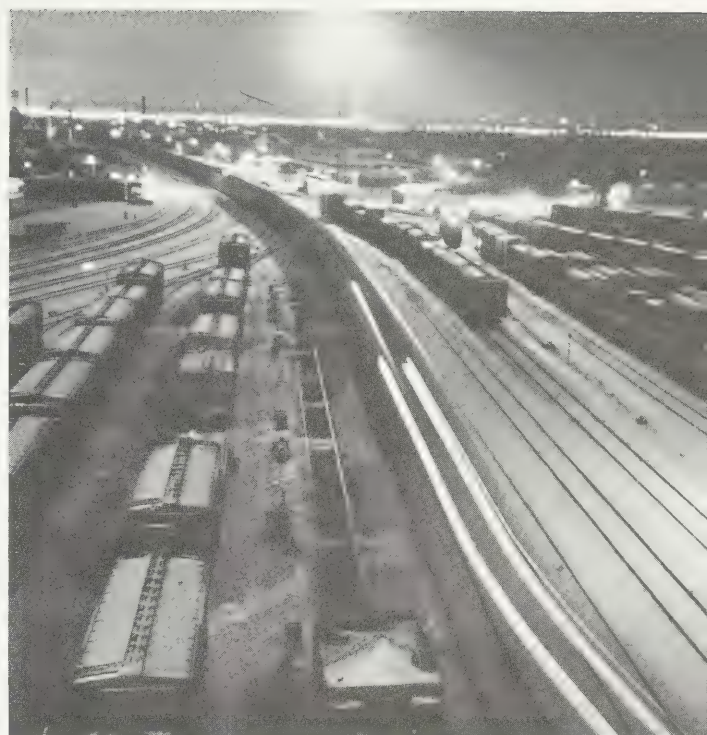
was the final stage of a four-stage process in which each stage started from a higher "floor" than the previous one.

The escalation to successive wage plateaus in the evolution of a dispute is a severe liability from the standpoint of management. I can think of **no surer way to destroy meaningful collective bargaining than to place management in a position in which offers made in good faith become a floor from which demands are escalated.** Consideration should therefore be given to involving the arbitrator at an earlier stage in the bargaining process, when there is greater scope for creative package-basis determination.

The major problem in respect of re-planned arbitration is the danger that **arbitration as the final means of settlement may undermine the negotiation process by shifting the locus of decision making from the parties to the arbitrator.** No responsible management would advocate arbitration as a substitute for a freely negotiated collective agreement, so it is wrong to suggest that an employer would prefer to have his lot dictated by a third party, even a skilled one. To the extent that an employer accepts arbitration, it is purely in lieu of the public inconvenience and overall economic loss that accompanies a strike.

**Arbitration on a compulsory rather than a voluntary basis might hinder the development of responsible action and constructive relationships between the parties.** Such an outcome would clearly be contrary to our present public policy of developing a mature, consultative relationship based on mutually responsible attitudes.

Another problem with **compulsory arbitration is that it is a forced denial of the right to strike.** Even if the strike right becomes an illegitimate form of pressure in the tension-filled environment of collective bargaining, it may still be exercised. **Strikes may continue to occur, whether they are legal or not.** And if they occur, the system will be faced with the dilemma of either having to close its eyes to illegal strikes, thereby creating a legal anomaly, or having to penalize the offending parties.



Although the law must be upheld as the alternative to anarchy, **we should avoid creating further unrest by bringing the precepts of crime and punishment unnecessarily into the industrial relations environment,** and thereby seriously impairing the growth of continuous working relationships between the parties.

On an experimental basis, voluntary arbitration may offer a forum in which to examine sensitive issues, to review the facts, and to clear the air in an industrial relationship. But skilled judgment is needed to determine at what point in the dispute arbitration should be initiated.

**Arbitration should not be the last of several steps in a dispute.** If management were to endorse the idea, arbitration would have to be initiated without a floor—or worse, with a series of successively higher floors. To achieve this, and still encourage the development of a responsible industrial relationship, all

parties—management, labour, and Department of Labour experts—must exercise precise judgment to ensure that arbitration is not initiated too soon, thus choking off the negotiation process, or too late, after the ratchet effect has occurred.

**Serious consideration should be given to combining the role of mediator with that of arbitrator.** Mediation is currently an informal, voluntary stage in the railway collective bargaining framework. The role of the mediator could be combined with that of arbitrator, should the dispute demand it. But no doubt the availability of a skilled mediator for an extended period of time is a major difficulty.

Should the parties fail to reach an agreement in free bargaining, a mediator could, on the basis of his judgment, and in consultation with the parties, assume the role of arbitrator, with authority to resolve all matters in dispute.

This approach would ensure that the arbitrator understand the social, economic and technological fabric of the industry. It would also **link the function of arbitration to the goal of building a long-term maturity into the collective bargaining relationship.** From the standpoint of good industrial relations, this last advantage may be the most important.

Industrial relations comprise the forum in which the social and economic aspirations of the employees are reconciled with the economics of the employer. Given the contradictions between these two forces, it is only natural that disruptions—perhaps in the form of strikes—will occasionally occur. **My hope is, however, that the present debate will help us to minimize these disruptions,** and to develop a means of dispute settlement that will satisfy the legitimate needs of employees, companies and the Canadian people.

We must face the fact that **the free collective bargaining process in essential industries will survive only by public consent.** Public consent will be severely strained if minority interests impose undue hardships on the majority, either by work stoppages or by economic burdens created by unjust settlements.

(Mr. Anderson is Vice-President, Industrial Relations, Canadian Pacific. He is a member of the Board of Directors and Executive Committee of the Québec Hospital Service Association, the Canadian Railway Club, and of the Board of Directors of the Québec Mutual Life Assurance Company. His article on the theme of arbitration in essential industries is the third in a series.)





# Arbitration in Essential Industries

## ARE WE BEING RAILROADED INTO ARBITRATION?

by PAUL PHILLIPS

**Disputes in the public sector**—necessarily of interest to the public itself—**have again been making headlines** in Canada. Strikes by public service workers in Germany have been doing the same. In Britain, the railway workers' and coal miners' disputes became a central political issue during the past few months, culminating in the collapse of Edward Heath's Tory Government, the calling of a general election, and the return to power of Harold Wilson's Labour Party.

**The final outcome of last summer's nation-wide rail strike** was only recently determined with the handing down of Justice Emmett Hall's arbitration award, an award that was generally approved by the railway workers. At the same time, **in Manitoba, an arbitration award to provincial public service employees** has produced unrest, recriminations, and angry anti-government demonstrations. It is perhaps paradoxical to observe that, whereas the British and German experiences illustrate the problems arising from the use of work stoppage in public-interest disputes, **the two Canadian cases I have cited illustrate what is wrong with compulsory arbitration.**

Public opposition to work stoppages is increasingly apparent these days, and the intensity of that opposition is directly related to how badly the public is inconvenienced by work stoppage. **The inconvenience factor explains why public service disputes receive so much attention:** in contemporary jargon, they have a high profile.

With the possible exception of fire and police services, whose impact, although extreme, is localized, no industry in Canada has such a high profile as the national railways. **The railways command attention because of their overriding importance to the Canadian economy,** and particularly to our western grain-based export industry. The railways have an effective monopoly on the movement of a wide variety of goods, including most bulky primary products.

Historically, it was because of this monopoly power that Canadian governments introduced railway rate controls. Because of these dual characteristics of



Phillips

monopoly power and price controls, the **traditional models of collective bargaining** used by private industry **break down when applied to the railways**, despite the fact that the railways are structured and behave like profit-making firms.

Admittedly, railway labour relations also must bear the burden of the **requirement for national agreements**. What may be judged an adequate or standard wage in the Maritimes or the Prairies could be considered completely inadequate in British Columbia or Ontario. **Setting an average standard is no solution**; it would merely leave employees in the higher wage areas trailing behind their local fellow workers. **The only answer is to bring contract standards up to those in the high-wage regions**, despite the pressures this move might create in the labour markets of the less prosperous regions. The problem is not unique to the railways; it permeates all of the federal public sector. The point to be made is that there is no single labour market for the determination of national wage agreements.

The railways, therefore, are in an almost unique position in the area of labour relations: They are immensely important to the national economy; they are regulated monopolies; and they must negotiate single, nation-wide agreements. So it is not difficult to see why problems arise. But the issues to be faced are further compounded, because **it is no longer in the interests of the employers, the railways, to come to a negotiated agreement** as long as they are convinced that: (1) the Government will not permit an extended national strike; and (2) subsequent compulsory arbitration will either limit the size of the wage settlement, or will grant a larger wage increase and recommend that the Government increase its subsidies or freight rates.

**The right to strike is a useful device to induce compromise between labour and management—but only if the work stoppage is costly to both sides.** As long as one party believes it can do better by prolonging a work stoppage, the chances of a negotiated settlement are nil. Therefore, the pattern of recent settlements on the railways does not augur well for the future of labour relations.

Twice in recent contract determinations, Parliament has intervened to end the strike and impose compulsory arbitration. The result after the 1966 strike was a rather poor wage deal that caused railway employees' earnings to fall behind those of other industrial workers. **The arbitration** ordered by Parliament after last summer's rail strike was more generous to the workers; indeed, it vindicated their demands for catch-up and inflation compensation. But it also explicitly **introduced** into the rail negotiations **a new element** that must, in the long run, alter the nature of labour relations in the railway industry.

**That new element was the Government**—a result of Justice Hall's strong recommendation that "use of the railway as an instrument of national policy require that it should be the nation as a whole, not the

employees of the railways, which must absorb any deficit that may occur in the carrying out of national policy."

Once the award introduces government subsidies into the arbitration, the Government becomes, in fact, a direct party to the agreement, no less than if the CPR, as well as the CNR, were a crown corporation. Indeed, the concept puts the railways into the public sector even more than it does most crown corporations, because, in effect, the wage budget of the railways becomes a function of the degree of public-fund allocation. It is, for example, different only in degree from university or hospital financing—but not different in kind.

There is no indication that the Government, railways or unions intended or anticipated such an outcome. What happened was simply the inevitable result of the evolution of collective bargaining relationships within the public utility constraints that operate on the railways.

It would appear that the Government itself is trying to find a way out of this new dilemma. If the railways won't negotiate without the Government at their side, and if the Government wants to keep collective bargaining going while avoiding strikes, it must necessarily **find some alternate mechanism—a strikeless system without compulsory arbitration.** The system the Minister of Labour has mentioned is **voluntary arbitration.** But we must ask the question: **is arbitration really voluntary** when the pressures being exerted by the Government on the railways and the rail unions to accept such a system are so open and so strong?

The insistence of the Minister that some new system of contract determination be devised is tacit recognition that **the railways are** now explicitly considered as **part of the imperfectly defined "public interest sector,"** a sector in which political considerations replace economic considerations as the main determinant in contract negotiations. As a result, the



railways are now included among the so-called "essential" industries for which a continuing search is being made to find an alternative to "free collective bargaining," because "free collective bargaining," by definition, must include the right to strike.

**The obvious alternative to collective bargaining is some variant of compulsory arbitration.** Arbitration appears attractive because it regularly settles all disputes without any interruption of service. Such a superficial interpretation must be rejected, however. The recent case of arbitration involving the Government of Manitoba and its Employees Association (MGEA) is not atypical of the problems that arise when compulsory arbitration is used.

After months of negotiations between the MGEA and the Government, a stalemate was reached. The Civil Service Association, which, in recent years, has repeatedly rejected the right to strike, resorted to its ultimate weapon, the institution of compulsory arbitration. The arbitration award, however, was only marginally better than the last offer made by the Government, and was well below the Association's demands. As might have been expected, the reaction to the award by the employees was hostile.



In this particular case, the issue was made more complex by the dispute within the Canadian Labour Congress over acceptance of independent provincial public service organizations for affiliation with the Congress. The Canadian Union of Public Employees, which claims jurisdiction over provincial public service employees and was opposed to the CLC's decision, argued that the associations of provincial employees lacked strength and militancy and were little more than company unions. **The Manitoba arbitration award** seemed to bear out the allegation, and it **gave the Association's more militant elements the opportunity to invite CUPE to organize their membership.** What will be the final outcome is still unclear.

What is clear, however, is that **the MGEA leadership had difficulty in getting its membership to accept the Government's award.** Caught between the legally binding award and the rank-and-file discontent and subsequent raiding threat, the MGEA executive had little recourse except harsh words, and a face-saving but ineffectual protest rally on the grounds of the provincial Legislature.

What was more ominous for the long run were the scarcely veiled hints that, **should the situation be repeated, the government employees would walk out, legally or not.** Interestingly enough, the provincial Government has been willing, and indeed eager, to grant its employees the right to strike; but the offer was resisted until a special MGEA convention in March, when **the membership voted overwhelmingly to demand the right to strike,** the end of compulsory arbitration, and the end of certification under the provincial Labour Relations Act.

Less than two years before, the president of the Manitoba Government Employees Association issued a statement on arbitration and the right to strike. Part of that statement read: "As a group, we are committed to a prevailing-rate philosophy. We believe that we are entitled to no more or no less than the conditions of wages and fringe benefits enjoyed by the taxpayers

themselves. As the members of the public achieve increased benefits for themselves, we believe these benefits should flow to our members in direct relation to their specific job classification and experience. We subscribe to the belief that this is the only defensible philosophy for either Government or their employees and that arbitration of one form or another is all we need to police such a philosophy. We do not believe that we should have the right to strike, and we do not want it."

There is an important point to be noted in my detailing of this particular case: **Acceptance of compulsory arbitration as a means of settling disputes in the public sector lasts only as long as the awards themselves are basically acceptable to the employees.**

These two cases, then—the railway strike and arbitration, and the Manitoba public service arbitration—are manifestations of a particularly contentious contemporary question: **How are we to deal with the determination of wages and working conditions in the public sector?** Arbitration clearly has problems; yet no one likes work stoppages—least of all the general public, which too often suffers directly more than either employer or union. The central problem remains: Public sector disputes are not examples that fit the usual collective bargaining models, because these models were developed to deal with labour relations in the industrial sector. The question is: What alternative models, if any, exist?

I had the opportunity to pursue this question in considerable depth during the past year, while doing research for the Manitoba Labour-Management Review Committee. The Committee has been investigating the whole question of industrial relations in the public sector, but it has not yet reached the stage of preparing a final report. Therefore, I can give only my own interpretation of our findings.

My first reaction is that the studies produced little that was novel or surprising. They did uncover more information about the day-to-day operations of industrial relations, but this does little to unravel the conundrums encountered in the public service sector.

**Our major conclusion** was that the characteristic common to all industries in the public-interest sector be they privately owned utilities, public or private transportation systems, or government services)—namely, **the economist's conception of normal markets for the economic determination of wages, is far from reality**; so far, in fact, that most of the generalizations drawn from the operation of collective bargaining in industrial labour markets make little or no sense.

**Our industrial labour relations system is a form of institutionalized economic warfare**; our "Geneva Conventions" are the various provincial and federal labour statutes that govern when localized wars (work stoppages) can break out, and under what rules they must be fought. The strike or lockout is designed to hurt both sides in the dispute; otherwise, there is no incentive for settlement. The military analogy should not be pushed too far, but what we have designed is a system of regulated warfare whereby both sides are induced to negotiate a treaty because of the economic cost to them of continued conflict.

**This is the real nub of the problem** in public-interest sector collective bargaining. At one extreme, we have services like fire and police and the railways, wherein the damage inflicted in the battle can be staggering, not so much for the parties to the dispute as for the interested spectators, the public. At the other extreme, conflict between public service employees and government inflicts little immediate damage on the government, and may even contribute to a short-run financial gain.

We often forget how dependent our collective bargaining processes and institutions are on **the marketplace to act as regulator and enforcer on both labour and management**. A firm is limited in what it can pay by what it can sell, and at what price; so, in theory at least, there is a market test of the maximum

appropriate wage level. Similarly, a union can look into the wages and working conditions of others doing equivalent work; so, again in theory, there is a market test of the minimum appropriate wage level.

Between these market-determined minima and maxima, there is deemed to be a considerable range. Collective bargaining, therefore, is the system we use to control and narrow this range. **Work stoppage, whether by strike or lockout**, is the instrument by which one party in a dispute puts economic pressure on the other to give up a greater share of the spoils.

**The cost to the employer is the loss of income from sales; the cost to the employee is the loss of income from labour.** The trial of economic strength between them will continue until some distribution of the spoils is mutually agreed upon.



As soon as one applies this machinery to the public sector, market criteria tend to weaken or disappear entirely. Take, for example, the case of the railways. Justice Hall looked at the comparative wage picture, and he came down with a reasonably generous award. But, **as long as railway rates and services are controlled, there is no way to equate the appropriateness of the award to the market for transport services**, because no such unfettered market exists.

In the case of the British coal miners, the Government—ignoring the dictates of market pressures—had placed almost all wages and prices under control, with the result that collective bargaining, as traditionally conceived, could not and did not exist. The ultimate consequence for the miners was that **their demands were seen, not as a challenge to the market, but as a challenge to the Government's economic policy.**

One fear that exists among unions dealing with governments is that, if a dispute occurs, the authorities will interfere with the collective bargaining process through legislation. This attitude persists, although one of the studies made by the Manitoba Labour-Management Review Committee revealed only a few instances of such interference. An even greater problem is the one that arises in the wake of a rail dispute: Who is going to pay the costs of a settlement? For the most part, unions **in the public-interest sector** do not negotiate directly with elected authorities, but rather with boards, commissions, and senior public service officials. But the purse strings are controlled, directly or indirectly, by the elected bodies. **The result is frequently frustration on both sides of the bargaining table, because the employers' representatives do not have the ultimate authority to negotiate a settlement.**

In the face of these rather formidable problems—lack of market criteria, political constraints on bargaining, inconvenience to the general public in case of impasse, and lack of fiscal authority at the bargaining table—it is tempting to abandon collective bargaining entirely for the alternative of arbitration by some non-partisan, expert arbiter or board. Unfortunately, anyone familiar with labour relations is well aware of the many problems that accompany this approach. I would like to deal briefly with a few that weigh particularly heavily in the public sector—concerns expressed by both unions and employers in our research.

One of the most frequent criticisms voiced was that **it is difficult to find competent, informed arbitrators.** As a result, there is a tendency for arbitrators to avoid non-wage issues, if necessary raising or lowering the wage award to “buy off” the union's or employer's non-wage demands. A case in point is that of teachers arbitration awards, in which the issues of class size and contact hours are studiously ignored. Another problem is that **even the best-informed arbitrator may experience difficulty in writing an award that is perfectly clear.** In the case of the Manitoba Civil Service arbitration, the parties had to go back into somewhat uncordial negotiations in order to determine how the award was to be implemented.

Of all the problems related to compulsory arbitration, the lack of trained personnel is probably the easiest to overcome. The importance of resolving it is nevertheless fundamental. The successes of experienced arbitrators like Carl Goldenberg and Nathan Nemetz in settling the construction and B.C. forest industries disputes by judicious recommendations is indicative of the requirement for extensive knowledge of an industry. Such knowledge can be imparted through training, but **the trust instilled in unions and management by arbitrators can be neither legislated nor taught.**

Absolute trust in arbitrators is central to the acceptability of compulsory arbitration. Yet, response by both unions and management to questions concerning their attitudes toward arbitration reveals a widespread belief that arbiters merely “split the difference” between union demands and employer offers, the result being that wages in those job classifications in which this device is used—public service employees, teachers, policemen and firemen, for example—are often thought to be out of line with wages in other industries.

The point is that the **acceptability of an arbitration award depends, not on whether wages are actually out of line, but on whether employees believe they are.** And if employees believe they are being discriminated against, they will find ways to interrupt their



work, legally or illegally. We were disquieted to discover from our research sample that one third of reported work stoppages in the public-interest sector were illegal, despite the fact that the participants had no formal right to strike.

One final observation to be made is that **governments are exceedingly jealous of their right to determine economic and fiscal policy.** This means that they are not eager to delegate to an independent board or person the right, without constraint, to determine a significant segment of the public budget. Faced with the Common Front strike of two years ago, the Government of Québec was unwilling to refer the dispute to arbitration, because to do so would have been to allow an independent body to determine disbursement of over half the provincial budget.

This example is admittedly extreme, but the basic objection holds elsewhere. Several years ago, for instance, the Government of British Columbia put effective ceilings on increases in teachers' salaries,

even though the teachers had the option of submitting disputes over salaries to compulsory arbitration. In these cases, justice may or may not have been done, but it certainly didn't appear to have been done. **Arbitration will not retain its credibility for long in the eyes of employees if the governmental body involved agrees to be bound by an award, and then uses its legislative power to constrain the award.** Under such circumstances, work stoppages will be virtually inevitable.

The foregoing will afford scant comfort for any minister of labour who finds himself caught between the people's anger at the interruption of a public service, and the workers' demand for just and equal treatment. The most attractive alternative, obviously, is voluntary arbitration, for it absolves the Government from having to impose settlements or means of settlement. Yet, what would be the reaction of the Government if the rail unions and the railways both agreed to voluntary binding arbitration in the next round of negotiations, and the subsequent award necessitated either increased government subsidies or an increase





in rail freight rates? **Is the Government prepared to allow an arbitration board**, established by the parties and not by the Government, **to make de facto economic policy independent of the elected Parliament?**

Finally, it's worth asking the question: How has Sweden been able to avoid most potential strikes in both public and private sectors, and yet, of all the Western nations, has the highest percentage of its labour force organized, and the widest extension of the right to strike or lockout? Does Sweden hold lessons for Canada? If it does, no one has yet unlocked the secret. Let me suggest one possible interpretation, although, once again, it will provide scant comfort for Canadian policy makers. It is simply that the extent of centralization in Sweden's industrial relations system is so great that neither labour nor management is willing to precipitate what would be a partial general strike and a challenge to social and political order. One might well ask: **What validity is there in the right to strike or lockout when both labour and management are afraid to exercise that right?**

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# GUARANTEED INCOME AND THE WILL TO WORK

About 2,500 families from urban and rural Manitoba will be chosen by random sample to take part in a **three-year experiment that could have a profound effect on the Canadian welfare system.** "The Manitoba Basic Annual Income Experiment" (Mincome Manitoba) is a \$17-million project, funded 75 per cent by the federal Government and 25 per cent by the Manitoba Government. It is scheduled to begin this summer **to try to determine whether persons will try working to increase their family's income above a minimum guaranteed by the Government.**

Mincome Manitoba was jointly designed by a group of federal and provincial economists and social scientists and will be administered by Manitoba. It will examine the impact of a program that provides both a basic level of income support and a means of varying this as other income is earned. **Unlike some other social service programs that make it economically advantageous for persons to remain on the programs rather than work, Mincome Manitoba provides a built-in work incentive** by reducing the basic level of support by only a percentage of the individual's or family's outside earnings.

The population sample that will voluntarily take part in the experiment will be composed of three major groups. In the first group, about 1,000 families and individuals will receive payments. In addition, a smaller control group in Winnipeg will be enrolled, but will not receive payments; instead, this group will be regularly interviewed, and the information obtained will be compared with the results of those under the plan.

A second group of about 150 families and individuals from rural communities will receive payments; another 300 families will be enrolled as a control group, for comparison, and will not receive payments.

The third group, from a rural community and surrounding rural municipality, will receive payments. Families from this group will not be randomly chosen by Mincome Manitoba but will make application for enrolment and all eligible applicants will be accepted. This group will enable project officials to gain experience with the administrative problems and economic consequences of an actual guaranteed annual income program.

Once the experiment has begun, **each family or individual will receive a previously established payment,** depending on family size. Three different sets of levels have been set; for a family of four, for example, the support levels will be \$3,800, \$4,600 and \$5,400, subject to further survey data analysis and refinement. Any other income that an individual or family receives, such as from employment, savings interest, or other social assistance programs, is retained by the recipient. But the basic support entitlements will be reduced by a percentage of this other source income in the form of a negative income tax, because it involves a reduction in the basic entitlement as other income rises. The experiment contains three reduction rates: 35 per cent, 50 per cent, and 75 per cent.

**As an individual or family earns more and more income, they reach a point at which the basic income entitlement in any 12-month period is reduced to zero.** At this cutoff point, the person or family loses the basic income entitlement and the length of time it is lost depends on the amount by which the other income exceeds the cutoff point.

For example, for a family of four receiving \$3,800 with a reduction rate of 50 per cent, if \$2,000 a year is earned from outside sources, the family keeps that money, but its basic guaranteed income is reduced by 50 per cent of the other income, or \$1,000. This brings the support level down to \$2,800, which, with the other income of \$2,000, brings its total earnings for the year to \$4,800. The cutoff point for this family would occur when its income from other sources reaches \$7,600, because the 50 per cent reduction rate on this income would offset the basic \$3,800 entitlement by \$3,800 and reduce the guaranteed payments to zero.

T.S.W.



# THE NEW B.C. LABOUR CODE: SETTING THE PACE IN SOCIAL LEGISLATION?

There is a great deal of truth in the statement that **the primary problems of labour relations are those involving human relations.** In so far as laws can spell out solutions to human problems by limiting areas of conflict and misunderstanding, the British Columbia Labour Code is a new animal. Only time will tell whether it is a Pegasus or a centaur. Looked at from the front, only the wings of an angel are visible; from the rear, the hindquarters of a horse. Any interpretation of the Code at this juncture depends on one's viewpoint. It will take time to build up a body of jurisprudence to reveal the Code's main thrust.

Bill 11 passed third reading on November 7, 1973, and became the **Labour Code of British Columbia Act.** As stated in Section 27 of the Act, its purpose, as carried out by the B.C. Labour Relations Board, is **to secure and maintain industrial peace and to promote conditions favourable to dispute settlement.** The intended beneficiary of a

successful application of its provisions is the public interest. The new Act repeals the B.C. Labour Relations Act, the Mediation Services Act, and the Trade Union Act.

**The Code places on trade union and employers' organizations the responsibility for settling their own affairs.** "Keep industrial relations behind the plant or office doors" is what it seems to be saying; "don't hang up the whole province simply because you can't come to an agreement."

As the final arbiter against whose decisions there is no right of appeal, **the B.C. Labour Relations Board is empowered to decide on all contentious matters arising from application of the Code.** No court can hear an appeal related to a decision of the Board; nor are the courts able to issue injunctions restraining employees from striking or picketing, nor injunctions preventing employers from locking out their employees. These powers rest with the Board.

The Board has exclusive authority also to decide the extent of its jurisdiction under the sections of the Act that outline its powers and it has the exclusive right to determine any question of fact or law necessary to establish that jurisdiction.

In this context, the Code coins a new phraseology: "trade union and employers' organizations." The Code applies equally to both. And **in an effort to legislate responsible industrial relations in the province,** it may encourage the rationalization of both trade union and employers' organizations.

Already, four labour relations organizations, representing about 97 per cent of the companies in the British Columbia forest industry, have formed a co-ordinating committee whose potential ultimate goal is the merging of their functions. These four organizations bargain for management with 45,500 hourly rated employees in

the forest industry. The **long-range goal** of the co-ordinating committee is **a master contract for B.C.'s forest industry**, according to Don Lanskill, President of both Forest Industrial Relations and the Pulp and Paper Industrial Relations Bureau, that together bargain with 34,500 of the province's lumberjacks and pulpworkers.

Historically, **the trend toward employers' associations** in industries characterized by numerous independent units **has tended to foster improved labour relations** within the industry. Examples in Canada include the textile and clothing industries, and the Maritime Employers Association.

Part I of the Code states that **every employee is free to join a trade union, and every employer is free to be a member of an employers' organization**. Section 3, dealing with unfair labour practices, offers extended protection to trade unions. Employers cannot suspend, transfer, lay off, or otherwise discipline an employee for union membership or activities. Intimidation, dismissal, threat of dismissal, or any other kind of threat, or the imposition of a penalty are included in the anti-union prohibitions against employers, as are promises, wage increases, alterations in the terms of employment, "or by any other means, to compel or to induce an employee to refrain from becoming, or continuing to be, a member or officer or representative of a trade union."

**Employers are specifically prohibited from using a "professional strikebreaker"** who is defined as "a

person who is not a party involved in a dispute whose primary object, in the opinion of the B.C. Labour Relations Board, is to prevent, interfere with, or break up a lawful strike."

**Trade unions are prohibited from using coercion and intimidation** to compel or induce any person to become a member of a trade union. A trade union, a council of trade unions, or an employers' organization has a duty to give fair representation to members, and not to act in an arbitrary or discriminatory manner.

The Code provides for **continuity of employment during a lawful strike or lockout**. Similar protection is offered for employees of companies that change their ownership. In situations where employees reside on the property of an employer, a duly authorized representative of a trade union may, under the direction of the Board, enter the property for the purpose of attempting to persuade employees to join a trade union.

The Board is empowered to act on **complaints of unfair labour practices**. After it has received a written complaint that an employer or a trade union has committed an act prohibited under the Code, and if, after investigation, it is established that an act of unfair labour practice has been committed, the Board orders the offender to cease. An employer may be ordered to rectify, reinstate and pay compensation to an employee.

In addition to these prohibitions against unfair labour practices, the Act introduces **a religious conscience clause**. If a collective

agreement requires union membership, the Board may exempt an employee from membership in a trade union if it is contrary to his religious beliefs. The employee must, however, assign to the union an amount equivalent to normal union dues. This provision removes what is essentially an ephemeral matter, but one that can upset the relationship, while recognizing the principle that **he who benefits from a service must help pay the carrying costs**.

A parallel responsibility is placed on the employer. Every collective agreement made after the Act comes into force has to include **provisions for dealing with technological change**, the definition of which is similar to the federal definition. The Act introduces also a labour ombudsman, and special officer, but retains the Industrial Inquiries Commission.

The Code applies to organized workers and employers who were under the three Acts it repeals. **Coverage has been extended** to policemen, firefighters, hospital workers and dependent contractors. These last are defined as "individuals who are under an obligation to perform duties in a position that more closely resembles that of economic dependency than independent contractor (artisan)."

**Excluded from the application of the Code** are those employed in domestic service, agriculture, hunting or trapping, and all teachers, as defined in the Public Schools Act. These exclusions

aroused the noisiest protests from the B.C. Federation of Labour. Also excluded, as previously, are: persons employed in exercising management functions over other employees; those employed in a confidential capacity in matters related to labour relations; professional groups; and company unions.

**The professional groups specified include the following:** architects; chartered accountants; chiropractors; dentists; engineers; licensed insurance agents; surveyors; lawyers; doctors; naturopathic physicians; opticians; podiatrists; realtors; investment dealers; and veterinarians. The list is fairly inclusive and clearly delineates the intended application of the Code. Rejected are attempts by professional groups, teachers, and other white-collar workers to adopt the methods of industrial trade unions to protect or bolster their declining economic position.

(For the information of journalists, whose pay levels, at times, have been lower than those of garbage-men, The Newspaper Guild, Canadian Region, says that "we have never been considered professionals" in the context of the B.C. Labour Code.)

In reading this list of exemptions, **comparisons with other provinces and nations come to mind.** It is as if Premier Dave Barrett saw the handwriting on the wall, and decided he would solidify his

political position while holding an overwhelming majority. In this way, he may have thought, neither he nor his successors would be challenged by school teachers who decided to resign en masse, or forced out of office in a political duel to determine leadership on a country-wide ballot, as in Britain.

The key to the successful operation of the new Labour Code may prove to be the acceptability of the Labour Relations Board to trade union and employers' organizations.

**The Board's size, jurisdiction, and power have been greatly increased** by the Code. As an example of its new power, the Board has the authority to freeze wages and working conditions when a first certification vote is being taken. In instances in which a certified bargaining agent and an employer are not able to conclude their first collective agreement, either party may request the Minister of Labour to direct the Labour Relations Board to conclude the agreement. If the Board settles the contract, the agreement is binding on both parties for a period of one year, unless both parties agree in writing to vary terms and conditions.

The Board is composed of one chairman, three vice-chairmen, four management appointees, and four labour appointees. **Prof. Paul C. Weller has been appointed Chairman of the Board,** having come from Osgoode Hall Law School, where he taught for nine years. While at Osgoode, Weller became interested in labour cases,

and has handled more than 200 disputes. He is described by Canadian Press as "**an innovative arbitrator much in demand in Ontario labour-management disputes.**"

**The jurisdiction of the Board** is detailed in Section 34, which spells out those areas over which "the Board has exclusive jurisdiction to decide for all purposes of this Act any question, including without restricting the generality of the foregoing, any question as to whether (a) a person is an employer or employee; (b) an organization is a trade union or an employers' association; . . . (n) a person is a dependent contractor; . . . (q) a person or organization is a professional strikebreaker, etc." After reading the 20 specified areas in which the Board has jurisdiction, it's obvious that there is no hiding place for persons who have not decided 'which side are you on'.

Section 35 describes **the general powers of the Board.** Some new ones have been added to those usually found. It has certain powers of a court, in that it can summon and enforce the attendance of witnesses, and compel them to give oral or written evidence on oath. It can compel them "to produce such documents and things as the Board considers necessary for the full investigation and consideration of any matter within its jurisdiction."

The Board has the power to administer oaths, to examine documents related to the certification of a trade union or employers' organization, and to examine their constitutions or records.



Section 35 (g) gives the Board the power "to enter, at any time during regular working hours, any land, ship, vessel, vehicle, aircraft, or other means of conveyance or transport, factory, workshop, or place of any kind wherein (i) work is done . . . ; (ii) an employer carries on business; or (iii) any matter or thing is taking place concerning any matter referred to him under this Act; and may inspect any work, material appliance, machinery, equipment, or thing therein, and may interrogate any person in relation thereto."

All decisions of the Board must be made available for publication, thus ensuring no secret actions; and **all contracts covering employees in British Columbia must be sent to the Board.** If a contract signed outside the province applies to workers in B.C., it is required that a representative resident in B.C. be appointed with the authority to bargain collectively, and to sign the agreement on behalf of the company, upon whom it is binding (Section 68).

**The rules pertaining to contracts** are spelled out in detail. Plenty of time is provided to work out settlements before the termination of contracts. Before a lawful strike or lockout may take place, 72 hours written notice is required of employees or employer. If an agreement cannot be reached by the two parties, mandatory compulsory arbitration is provided. Except where other procedures are written into a contract, the Code contains provisions for binding arbitration that apply automatically.

**Before an arbitration board is appointed,** either management or the trade union may write to the Board requesting the appointment of an officer to assist in settling the dispute. The Board may appoint an officer or may investigate the situation itself. After holding an inquiry, the Board may either make an order that is final and binding on the parties, or refer the matter back to them to arbitrate.

The arbitration board must hear and determine the difference, and issue an award in writing. This decision is final and binding upon the parties and any employee affected by it. If a question of law is involved, an arbitration board may ask the B.C. Supreme Court for a ruling.

To the ordinary layman, **it appears that the B.C. Labour Code covers most if not all of the loopholes that in the past have proved to be stumbling blocks to the application of labour legislation.** In addition, the powers of the Board are sufficiently broad to cover a wide variety of problems or situations that may arise.

Viewed in its historical context, the Code may remain an unknown quantity for a time. **British Columbia is a province that has frequently set the pace for the liberalization of social legislation in the rest of Canada.** For more than a century, it has successfully attracted a steady influx of labour

to man its forest industries, mines and other natural resource enterprises. In some areas, particularly in the northern part of the province, there is plenty of scope for the pioneer spirit and the qualities of self-reliance and independence to flourish. The unpredictable is still a reality, as is illustrated by the prevalence of wildcats and non-conformist actions.

Against such a background, the new Labour Code may run the risk of trying to be the answer to all eventualities. **Possibly greater allowance could have been made for anticipating change,** building flexibility into the system, and preparing for the inevitable evolution of industrial relations.

**Some obvious questions remain to be answered:** What happens, for instance, if both trade union and employers' organizations refuse to co-operate with the Labour Relations Board and cannot be budged by the imposition of fines? What happens if the whole labour relations scene changes? Co-operatives or jointly owned enterprises could take the place of privately owned companies and multinational corporations.

Confrontation and retention of the status quo in industrial relations are two of the unspoken assumptions underlying this Code. Its language suggests that alternatives to the established system may be unwelcome, or simply that they were not considered as possible alternatives.

(The foregoing article was prepared in the Information Division, Public Relations Branch, of the Department.)

## CLC annual brief

# INFLATION, SOCIAL UNREST AND REDISTRIBUTION OF WEALTH

by GEORGE SANDERSON

The Canadian Labour Congress warned Prime Minister Trudeau and the Cabinet in March that **"industrial unrest could reach serious proportions" if labour's share of the national income continued to lag behind the share going to the corporations.** The warning came in the CLC's annual brief to the federal Government.

Presented by Congress President Donald MacDonald, the memorandum charged that profits took a much larger share of the national income **in 1973** than at any time since 1951, whereas **real purchasing power for most employees went down.** Consequently, organized workers "will have no choice but to bargain as hard as they can" to recover the ground lost to rising living costs, and to avoid "disastrous consequences for their families."

Although the submission covered a wide range of topics, **the main emphasis clearly was on inflation.** MacDonald declared that "glowing accounts of rising prosperity" were hiding "serious problems." Despite the fact that the country's economy has expanded considerably over the past three years, "the average Canadian has not shared in the benefits." The facts "clearly indicate that . . . all real gains made in 1971 and 1972 were wiped out by rapidly escalating prices."

The CLC President described 1973 as "a cruel period, marked by a declining standard of living for masses of Canadians, and a continuing high level of unemployment." By the fourth quarter of last year, **the average worker's real earnings were \$5.50 a week less than at the end of 1972,**

a drop of 4 per cent. "Indeed, on a yearly basis, 1973 was the worst since the end of the World War, in terms of lost earnings for workers in Canada.

"Organized workers were only slightly better off," he continued. "Over the 12 months ending last December, real base wage rates under collective agreements declined by 1 per cent. While the average base rate increased by 8 per cent, the cost of living rose by 9.1 per cent. It is thus a simple arithmetical conclusion that the average worker and his family ended up with a big zero . . . When we talk about a 'just' society, should we not ponder over this disgraceful phenomenon?"



MacDonald contrasted the situation of the workers with the **"record-breaking increases" in corporate profits over the past three years**—"the longest uninterrupted advance in at least 25 years." By the fourth quarter of 1973, profits were 47 per cent above a year ago, "and a staggering 133 per cent higher than in the fourth quarter of 1970."

Reinforcing its criticism of the **"grossly inequitable distribution of national income,"** the CLC memorandum noted that "in 1951, the bottom 20 per cent of the population received only 4.4 per cent of total income, while the top 20 per cent raked off 42.8 per cent." **By 1971, the situation had "worsened to the point where the bottom 20 per cent got a mere 3.6 per cent, and the top 20 per cent, 43.3 per cent."** Today's worker, moreover, is better educated and informed than a generation ago, or even 10 years ago, the brief pointed out. "He is more aware of economic and social injustices . . . and any Government that ignores this fact does so at its own peril."

Unemployment showed some improvement last year, but remained "unacceptably high" at a

national average of 5.6 per cent, with regional rates standing much higher. "Our own conservative forecasts show that, unless there is a vigorous drive to deal with this cancerous problem, unemployment will be at least 6.5 and quite possibly 7 per cent . . . Life for thousands of Canadians and their families will be even harsher than has been the case in the past five years."

**The Congress called for:** (1) an immediate increase in the basic old age security pension to \$150 a month from \$110; (2) a reduction in the pensionable age under the Canada Pension Plan to 60 from 65; (3) a 30-cent increase in the federal minimum wage to \$2.50 an hour; (4) permanent indexing of the minimum wage to increases in living costs and national productivity; (5) a guaranteed annual income plan for all Canadians deprived of a decent standard of living; (6) a food subsidy plan for low-income consumers; and (7) a complete overhaul of the Canada Manpower Department to make it more "capable of matching unemployed workers with vacant jobs for which they are eligible."

Although the CLC commended the Government for introducing full cost of living indexing for old age pensions last year, it expressed dissatisfaction with a policy restricted to merely tying social security programs to the cost of living. Rising national productivity must also be taken into account, the brief emphasized, "otherwise the inequitable distribution of income will be perpetuated."

Replying to MacDonald's protests over inflation, the **Minister of Finance, John Turner, argued that Canadians have never been more prosperous. Real disposable income for every man, woman and child was up 6.8 per cent** when reduced taxation and increased benefits were taken into account, he said. Commenting on corporate profits, the Finance Minister said that higher company revenues had led to an increase in investment, which in turn had produced more work. He observed that there had been **an increase of 111,000 jobs in manufacturing last year—the highest since 1966.**



Turner also defended the faster capital costs writeoffs on machinery and equipment, and the reduction in corporate taxes from 49 to 40 per cent, crediting these moves with the healthy growth in jobs and investment in 1973. "Profits have reached a healthy enough stage that business does not have to pass on every increase in costs to the consumer," he opined, adding that the Government would be ready to tax excess profits if necessary.

MacDonald, who took strong issue with Turner's "political mathematics," accused the Finance Minister of trying to cloud the issue with figures suggesting that Canadians never had it so good. "The fact is that their standard of living has deteriorated very remarkably in the past year, and will deteriorate even more this year," declared the CLC President. He proceeded to match the Minister, statistic for statistic, to drive home the point

that **"there are no statistics that can make the average Canadian believe he is better off."** Instead of citing such "obfuscatory" statistics, the Government should do something about the problem, "otherwise we can anticipate great industrial unrest," MacDonald warned.

**Health and Welfare Minister Marc Lalonde** was harsher than Turner in his criticism of the CLC's submission. He **described the brief as "not responsible" and "inconsistent" in its recommendations on social security, because it failed to mention costs or to set a timetable for some of its demands.** Where would the money required for improved social benefits come from? Lalonde asked.

The proposed increase in old age pensions would cost an additional \$900 million; lowering the

pensionable age to 60 under the Canada Pension Plan would add \$400 million in costs; and a guaranteed annual income would require several billion dollars. "The people of Canada are entitled to know how you propose to pay for this," the Minister said. "I cannot believe this is your answer to the working paper on social security. There is no costing at all. It is terribly vague," he added.

Citing the Congress's protests over inequities in income distribution, Lalonde asserted that the brief's proposals would not solve the problem. An increase in the old age pension, for example, would go to both rich and poor. He said he could understand it if the CLC had advocated increasing the guaranteed income supplement, which is paid on the basis of need. The Health Minister's criticism drew no reply from MacDonald because of lack of time.



**The memorandum commended the Government for rejecting wage and price controls to combat inflation.** "We were especially pleased," MacDonald said, "when the Prime Minister stated publicly recently that such controls would discriminate against blue-collar workers, but would not affect others who have ways and means of circumventing them."

The Congress urged the federal Cabinet to **adopt a "more positive stance" in defence of the unemployment insurance program.** It said that, without the present scheme, "with its poverty-level rates of benefits," the unemployed and their families would face "a grim spectre of welfare living akin to the conditions that prevailed in the 1930s." Such abuse as may exist is minimal, and the cost is really a redistribution of earnings, the brief stated. "Monies paid out in unemployment insurance benefits represent highly spendable income that readily finds its way into the marketplace and into the coffers of the corporate community."

**For the first time publicly, MacDonald supported the principle of voluntary arbitration in collective bargaining disputes.** But he emphasized that it must be an option, not a substitute for other action in the collective bargaining process. The CLC head was replying to a statement by Labour Minister John Munro that he is trying to win support for voluntary arbitration in the next round of bargaining between the railway companies and the unions. Munro indicated that voluntary arbitration seemed a constructive alternative to another strike in the railway industry.

**The Minister of Labour also acknowledged the limitations of the Corporations and Labour Unions Returns Act (CALURA),** which requires unions to report certain incomes and expenditures. The Congress was particularly critical of this legislation, charging that it has produced "nothing but highly debatable statistics" and "inaccurate, incomplete and misleading" information. The memorandum asked that the Act be repealed or amended to make unions and corporations account for their total incomes and expenditures. **"The CALURA report fails to record a number of substantial expenditures by international unions on behalf of their Canadian membership, although it lists every penny paid by Canadian members to these unions,"** said the brief.

**Among other proposals submitted by the Congress included the following:**

- (1) measures to remove barriers in the Canada Labour Code so that unorganized workers—particularly those in low-wage industries—can join unions more easily;
- (2) additional steps to eliminate discrimination against women and native people;
- (3) reassessment of the Northwest Territories Labour Ordinance, the CLC said, which, is "contrary to federal policy" because it "does not incorporate . . . the principles of freedom of association and the right of working people to bargain collectively with their employer";
- (4) investigation and control of private employment agencies, which, the brief said, are "exploiting the jobless for profit";
- (5) effective guidelines to determine what kinds of foreign investment are beneficial to Canada's economic interests, and a requirement that all such investment be subject to Canadian laws and policies;
- (6) leadership by Canada in the establishment of international ground rules to control multinational corporations;

(7) measures to stop profiteering in the food industry, to encourage consumer co-operatives, to provide long-term income security to food producers, and to prevent loss of productive farm land to urban expansion;

(8) steps to curb high mortgage interest rates, "unbridled" land speculation, and "rent-gouging";

(9) controls on oil exports, taxes on excess oil profits, increased processing of petroleum products, and construction of a reversible pipeline that would reach the Atlantic Provinces;

(10) a review of national transportation policies, and additional steps to support Canada's marine industry;

(11) vigorous promotion by Canada of international monetary reform; and

(12) legislation to protect Canada's performing artists, and a "higher degree of responsibility from the Canadian Broadcasting Corporation, which the Congress accused of being "one-sided, biased, and even slanderous" in its presentation of labour matters.

The 2½-hour meeting, attended by 20 Cabinet ministers, marked **the last time that Donald MacDonald would be presenting the CLC's annual brief to the Government.** He retires this month at the Congress's biennial convention in Vancouver. "We wish you very good health and an interesting future," said Prime Minister Trudeau to the labour chief. "You have been a very forceful and strong advocate of workers' rights." Other ministers who spoke at the meeting promised to consider MacDonald's suggestions for change in their portfolios.

## CRLA annual brief

# CANADA'S FISCAL, ECONOMIC AND TRANSPORTATION POLICIES

by TED WEINSTEIN

**The concern of the Canadian Railway Labour Association over the lack of a federal transportation policy**, expressed in its annual brief to the Cabinet, was echoed by Transport Minister Jean Marchand in his reply to the CRLA delegates who presented the brief on March 19.

Marchand, who assumed the portfolio in late 1972, told representatives of the 100,000-member

organization that he **cannot manage transportation in Canada under existing legislation**. Unless there is new legislation to clean up the mess in Canada's transportation system, he declared, he will relinquish his ministry to someone who can better manage it.

"I cannot manage transport in Canada. If you ask me who is managing it, I have to say I don't

know. If we keep the transportation system in the mess it is now, I regret it, but someone else will have to manage the department. I'm not going to do it."

In presenting the Association's submission, received on behalf of the Government by four Cabinet ministers, CRLA Chairman **W. C. Y. McGregor** declared that the 1967 **National Transportation Act** is not





**working:** "Ever since the Act came into being, we have been suggesting to you in our annual submissions that studies done by the MacPherson Royal Commission in the 1950s, and upon which the Act is largely based, do not provide a sufficient basis for a contemporary national transportation policy," he stated.

Marchand noted that a **past preoccupation with air transport has led to underestimation of the importance of the railways.** This situation has resulted in the abandonment of unprofitable rail lines, and in government subsidies for operations losses—subsidies that cannot be used for the purchase of new equipment. It is possible for trains to travel at speeds of 200 miles an hour, Marchand observed, and if the Government had looked into their possible use, plans for the two new airports outside Montreal and Toronto might have been altered.

**The CRLA brief concentrated on fiscal, economic and transportation policies.** Total Canadian employment is increasing, it noted, although regional unemployment and regional disparities are still causes for concern. These could be alleviated by "a fully developed and efficiently administered manpower policy ... focused upon

creating long-term equilibrium in the labour market, and should not be content with short-term solutions. Regrettably, a labour market policy such as we propose has not yet been attempted in Canada," said the brief.

**Inflation is the major concern of railway workers,** according to the brief. Although non-operating rail employees received what was generally considered to be a generous wage settlement from the arbitrator, Mr. Justice Emmett Hall, the brief notes that the consumer price index increased by 9.1 per cent in 1973; this decrease in purchasing power, when subtracted from the wage settlement, puts the Hall awards in a different light, according to the CRLA brief. When the employees begin contract negotiations with the railways later this year, inflation will play a major role in the talks.

CRLA suggestions that the supply of money be tightened, and federal sales taxes on building materials and clothing be abolished to curtail the inflation spiral were responded to by Finance Minister John Turner, one of four Cabinet Ministers present during the submission.

**Abolition of sales taxes, said Turner, would cost about \$800 million**—money that he would rather give directly to people through personal tax cuts, to be spent as they see fit.

Referring to employment and regional disparities, Turner told the delegates that, last year, \$1.5 billion in equalization payments had been given to "have-not" provinces, and \$500 million had been distributed through the Department of Regional Economic Expansion. **About 430,000 new jobs were created in 1973, he said, and Canada experienced a 7.1 per cent real growth of its gross national product.**

Calling attention to the CRLA's claim that inflation has decreased the railway workers' recent salary gains, Turner asked the delegates to **look at real wages and disposable income as well as higher salaries.**

Policies to encourage economic expansion, such as the corporate tax cuts introduced to create more employment in the manufacturing and processing sectors, are needed





to combat inflation, declared Turner. **More products and more food will correct the imbalance in supply and demand**, one of the prime thrusts of inflation; and the Bank of Canada is trying to moderate the expansion of the money supply he added.

**The brief commended the federal Department of Labour for being an independent, neutral, third party in contract negotiations, and said that the Department's industry specialists have aided negotiations.**

Labour Department officials have said that change and innovation are needed in collective bargaining

in the railway industry; the brief affirmed the CRLA's willingness and desire to explore all possibilities. Thanking the Department for the many statistical services it provides, the brief suggested ways in which these could be improved. It also put forth the view that **the Department should undertake pragmatic research**, leaving theoretical and "ivory tower" types of research to universities, a proposal with which Labour Minister John Munro agreed.

**Other recommendations made in the brief include:** (1) income security for all Canadians through a

guaranteed annual income; (2) refinements in the application, and a broadening of the unemployment insurance plan; (3) expansion of health services and the establishment of more community health centres; (4) an inquiry into railway workers' pensions; (5) **deduction of mortgage interest payments for income tax purposes;** (6) a six-year warranty from house builders and sellers; (7) measures to combat pollution; and (8) a bilateral agreement with the United States to allow Canadian railway workers to move freely to and from the U.S. in the course of their duties.

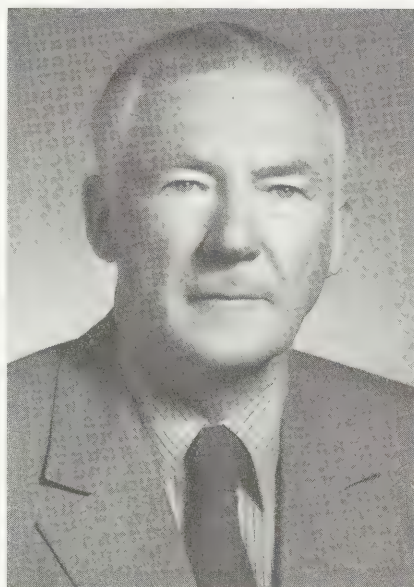
## Chamber of Commerce annual brief

# INFLATION, STRIKES AND GOVERNMENT SPENDING

Strikes in essential services, the incentive to work, inflation, government spending, taxation and energy resource development are the six major issues facing Canada, the Canadian Chamber of Commerce told Prime Minister Trudeau and several members of his Cabinet in its annual brief to the Government.

The list of priorities was compiled by the organization through a survey of its more than 700 member chambers of commerce and boards of trade, and the brief was presented by Chamber President John E. King, of Toronto.

The Chamber recommended that the federal Government aid the collective bargaining process by avoiding strikes in essential services, and by providing highly skilled conciliators and mediators to assist in settling disputes. It called also for provision of conciliation boards, fact-finding panels, cooling-off periods and similar industrial relations devices.



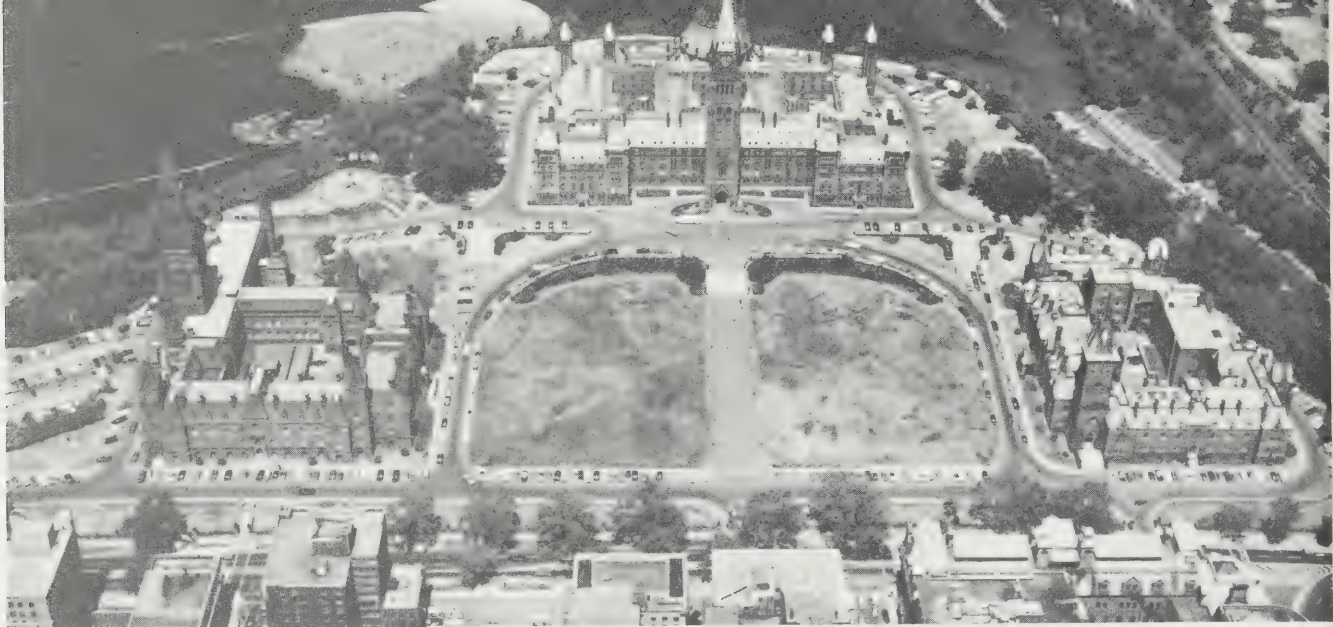
King

The Chamber's brief expressed concern about strikes that affect the health and welfare of the community. Chamber policy urges that "strikes and lockouts endangering the health or safety of the public be prohibited, and that unresolved bargaining issues in these areas be settled by recourse to arbitration, or some other form of binding settlement." The brief also stated clearly, however, that **salaries and conditions of work in the public service must be in line with standards generally prevailing in the private sector** in work requiring similar skill, effort and responsibility.

Noting that inflation is a matter of grave concern to all Canadians, the brief commended the Government for instituting fiscal and monetary measures, income supplement payments, tax cuts, and subsidies on essential food prices, instead of wage and price controls.

To promote Canada's competitiveness in international markets,





and to improve domestic productivity and price performance of goods and services, **the Chamber recommended that the corporate income tax reductions**, introduced in 1973 for manufacturing and processing industries, **be made permanent**. It proposed that the two-year, fast-writeoff provisions, also introduced last year, be extended until the Government's current review of all capital cost allowances is completed. Such investment the brief argued, aids industrial expansion, productivity and efficiency, and provides concomitant benefits to consumers through economic growth and increased employment.

In urging a re-appraisal of the federal Government's level of spending, the C of C asserted that it supports the recommendation in the Tenth Annual Review of the Economic Council of Canada that "the federal and provincial governments establish, for themselves and the public sector as a whole, one or more indicators of the desirable level of increase in public expenditures for a three-year period."

The brief reiterated also the Chamber's position "that **disadvantaged and economically defenceless people of the community be permitted through government assistance to live in dignity.**"

Another important consideration, which the C of C said it had made known to the Government last year, was that **the creation of economic wealth should be the underlying objective of industrial policies**. "Wealth distribution policies can only be effective if the wealth-generating base of the economy is continually strengthened, and the distribution policies themselves do not seriously damage the capacity to create wealth. This does not mean that we do not recognize the importance ... of social objectives, particularly the creation of expanded employment opportunities. It simply means that we believe that Canada's ability to find effective solutions to urgent social problems requires industrial policies that favour strong economic growth. We emphasize that **the realization of social objectives is dependent upon the achievement of economic goals.**"

Noting the spiralling costs of Canada's social security programs, the brief asserted that fiscal discipline is required by all governments. In the seven-month period ending December 31, 1973, federal spending was 21 per cent higher than during the same period in the 1972 fiscal year. Buoyant taxes,

generated by the reformed tax system as well as inflation itself, have resulted in a rapid growth of government spending. This has resulted in heavy competition with the private sector for goods, services and other materials, said the Chamber. But although the brief asserted that the C of C recognizes the need for public services, it declared that the **current rates of growth are excessive and have contributed in a major way to domestic inflation.**

The growth of taxes at all three levels of government has been massive in recent years, stated the brief. If this trend is not checked, it warned, the attitudes of working Canadians toward the disadvantaged could cause serious social problems. "The middle-income productive groups could easily become disenchanted with social goals, if taxes reach the point whereby income is so heavily reduced that survival against inflation becomes a battle of wits. **The federal Government should not introduce tax increases to reduce consumer and corporate spending.** Because tax increases are in themselves inflationary, further pressure on the rate of price increase would be avoided, and wage demands to cope with inflation might be restrained."

T.S.W.

# ARE WAGES THE ULTIMATE COMPENSATION?

**More pay and better fringe benefits seldom achieve the desired purpose of motivating employees to work hard**, according to the Chairman of the federal Public Service Commission. In fact such benefits may even backfire.

John J. Carson, addressing delegates at a meeting in Toronto on employee compensation, sponsored by the Conference Board in Canada, suggested that employers consider using six other ways to motivate employees: (1) improve work organization; (2) assign work with which the employee could readily identify; (3) provide sufficient information to allow employees to perform their jobs; (4) offer necessary support and guidance; (5) show a willingness to relax external bureaucratic controls; and (6) encourage delegation of authority.

Companies are relying too heavily on material rewards to make employees happier on the job and thereby raise their productivity, Carson stated. "It seems inescapable that **material rewards**, in themselves, are thought of principally in terms of merely 'keeping up', and **are rarely if ever regarded as a motivating factor toward excellence**.

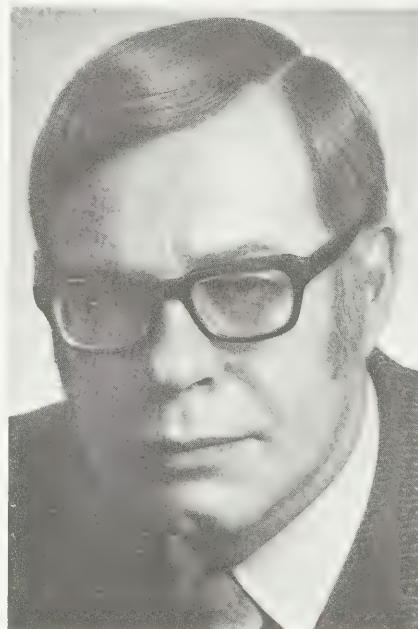
"Consider a typical group of workers who, after perhaps months of frustrating discussion, threats of strike, and general ill-feeling between them and their employer, achieve what is for them a record new settlement—say 8 per cent a year. What do you suppose will be their reaction on hearing the latest figures—that the cost of living has risen by 9 per cent for the previous year?"

Carson went on to say that the same held true for executives. "Will a manager's pleasure at receiving a \$2,000 performance bonus perhaps turn to resentment or anger on his learning through the ubiquitous grapevine that a colleague received \$5,000 or a stock option?"

Richard A. Hamilton of the Canadian General Electric Company, Toronto, told the meeting that **most of Canada's professional engineers perceive their status to be lower than that of many other professionals**. The engineer sees himself "as the man with the dirty fingernails alongside the polished smooth-talking lawyer, the affluent doctor, and the fashionably shaggy university professor," declared Hamilton. They are dismayed by

the evidence that **labourers and tradesmen**, particularly in construction industries, **are obtaining wage settlements in excess of engineers' salary increases**, he said. They are concerned that many employers' benefits, particularly pension plans, tend to inhibit mobility.

Hamilton told the meeting that a survey of 12,900 engineers in Ontario and Alberta indicated that



Carson



10 per cent earn less than \$10,300 a year, and 25 per cent earn less than \$13,000 a year, whereas only 25 per cent earn more than \$19,200 annually, and only 10 per cent earn more than \$22,000 a year.

Harry Waisglass, Director-General of Research and Development, Canada Department of Labour, told the delegates that **the upward trend in wages and salaries is following the lead of prices and profits.** "My personal observations lead me to believe that the rate of increase will accelerate before it will decelerate. The duration and extent of the acceleration will depend mainly on when, and by how much, prices will decelerate, in order to reduce the upward pressures on wage and salary levels. I would be more sceptical than usual of any forecast at this time, however, in the face of the considerable uncertainties in international conditions—particularly in international monetary and trade arrangements.

"Although present trends point to a continued rise in the rate of wage increase for the next few months," Waisglass continued, **"this does not mean we are heading for runaway or galloping inflation.** We have had a period of accelerating and decelerating wages and prices before, and I am optimistic about, and have confidence in, the fundamental strengths of our institutions to believe that more stable price conditions will return soon. Of course, **much of this depends on what happens to strengthen the international monetary and trade institutions, to overcome world food shortages, to resolve the energy crisis, and to reverse the enormous rise in the cost of housing,** especially in our large cities.

Waisglass emphasized that "the rate of price inflation has been



Waisglass

accelerating for only the past two years. From 1967 to 1972, year-over-year consumer price increases never exceeded 4.8 per cent (and that was in 1972) and averaged 3.9 per cent. By October 1973, the rate had picked up to 8.7 per cent. In 1968, consumer prices rose 4.1 per cent, slightly more than the 3.6 per cent for 1967; but in spite of this moderate speeding up of price inflation, negotiated wage increases declined slightly.

"In 1969, there was another very mild increase in the rate of price inflation (from 4.1 per cent to 4.5 per cent, but, once again, percentage increases in wages were a little less than the previous year. In 1970, and again in 1971, the rate of price inflation fell from its 1969 level; but wage settlements averaged 10 per cent higher in 1970 than in 1969—perhaps in response to the lag between wage and price changes in the two previous years. But, again in 1971 and 1972, percentage wage increases were smaller than in 1970, although by the end of 1971 the rate of price inflation had

already started on its acceleration course. **The statistics show that, since 1967, the acceleration has been first in prices, then wages.**

During his examination of the structure of wages and salaries in the past few years, Waisglass referred to a new Department of Labour publication, **Canadian Labour Income—Recent Trends, the Current Picture**, in which it is shown that the structure has been rather stable during the 1960s whether industrial, regional, or skill differentials are considered. "This contrasts with considerable change, especially in industrial and skill structure, in the 1950s," he said.

"Weekly earnings (wages and salaries) in 1972 averaged \$149.19 for the industrial composite. They ranged from a high of \$209.90 in construction to a low of \$107.32 for services; this is a difference of \$102.58, with the construction figure almost 96 per cent greater than that for services. This contrasts with a difference of only 56 per cent in 1965 when we previously made a study.

**"What has happened is not that the service industries have fallen farther below average—their position relative to the industrial composite average has changed less than one percentage point, remaining at 30 per cent less than the average—but that construction has pulled farther ahead.** Earnings in that industry were 13 per cent above average in 1965, and by 1972 were 41 per cent above.

**"Nothing like this increase of better than 24 per cent in the relative position of construction has happened in any of the other major industry groups.** Manufacturing (both durable and nondurable goods), transportation, communication and other utilities,



and services, have maintained their relative positions in the two years. Forestry moved up 6 per cent, and mining 4 per cent, while trade moved down 6 per cent and finance 2½ per cent.

"In short, considering average weekly earnings of all employees in these industries, and examining the structure at this level of industrial aggregation, we see little change in the general structure of labour income, with the outstanding exception of construction. Considering that average weekly wages and salaries in the industrial composite increased by almost two thirds (63.5 per cent) between 1965 and 1972, one might have expected some shifts in the pattern of inter-industry differentials."

Waisglass said he was surprised to see that the service industries have not improved their relative position. He said he **thought that the shift in employment to services of all kinds**, coupled with increasingly active collective bargaining in some of these industries, **would have pulled services upward in the structure.**

In his concluding remarks, Waisglass declared: "The figures I have just presented do not tell the whole story, however. The weekly earnings figures for the industrial composite do not cover educational services, including schools, or health services, including hospitals. Nor, for that matter, is government employment included."

M. R. Daniels, Assistant Deputy Minister of the Department of Regional Economic Expansion, told the conference that federal studies indicate that, **in various regions, differences in productivity of workers have a greater impact on salaries than do industrial structures.** He said that there are differences in regional wages and salaries that cannot be explained by economic factors.



Daniels

Daniels stated that wage disparities hold up, even when data are broken down for selected industries and occupations, and in the aggregate, wage and salary differentials across Canada have been relatively constant: Since the 1930s, British Columbia has ranked first, followed by Ontario, the Prairie Provinces, Québec, and the Maritimes. Recent evidence during the past five years suggests, however, that there has been some relative improvement in the position of certain have-not provinces.

Daniels said that, **adjusting wages by some kind of cost of living index would seem to do little to narrow regional wage differentials**, because low wages in some areas are not simply a reflection of a generally lower cost of living in those areas.

He went on to say that economic theory suggests that regional wage-salary disparities can be explained in terms of differences in industrial structure and labour productivity, but that these factors explain less than half the observed variations in Canadian regional wage rates.

"Imperfections in the workings of the labour market appear to be an important contributor to persistent regional wage differentials," noted Daniels. "Although increased migration might help to close inter-regional gaps in wages and salaries for similar work, regional disparities in income might actually be widened because of the tendency for migrants to be drawn from the most productive labour force components.

Sylvia M. Gelber, Director of the Women's Bureau, Canada Department of Labour, said that limited data hamper compilation of statistics to show and explain why women are being paid less than men, even though they are doing similar jobs at the same establishment.

**Women will continue to earn less than men as long as they remain segregated in low-paying occupations**, such as clerical or service, and recreational jobs, said Gelber. But, she added, when women do work **in other occupations, such as managerial**, in which they make up 14.3 per cent of the workforce, **the average earnings of their male counterparts exceed those of the women by more than 100 per cent.**

To give another example, said Gelber, women make up 38.8 per cent of the sales workforce, but men earn 167.9 per cent more than their female counterparts; and, in the professional and technical occupations, where 41.1 per cent of the workers are female, men earn 66.4 per cent more than women.

The fact that more women than men work part time might account for the differentials, Gelber continued. But of the almost three million women working in Canada, 32.9 per cent are in clerical positions. Only a decade ago, the percentage was somewhat lower (29.9 per cent), **thus revealing a depressing trend of increasing segregation.** She said it would be interesting to know how many women with greater potential than that required for clerical duties accept employment in this category for lack of alternative opportunity. **Potential for employment in management and executive positions might well be hidden within the ranks of this business-oriented occupational group.**

More than 21 per cent of all working women are in service and recreational jobs, a percentage that is almost the same as it was a decade ago (22.0 per cent). In terms of numbers of women employed, however, there has been a dramatic increase in the female labour force, Gelber stated.

"It is an interesting comment on Canadian industry that little more than one tenth (10.9 per cent) of all

women workers are in craft and production work. Furthermore, this percentage was higher (12.8) only a decade ago. **It might be fair to speculate whether women have been discouraged by the rank and file of trade union men from taking employment in traditionally male jobs**—or whether women themselves, for reasons that are not clear, are hesitant to enter this organized sector of the labour force.

"In managerial and executive occupations, an insignificant percentage (4.2) of the female labour force is employed. A decade ago, the percentage was, of course, even smaller (3.7). But **the slow rate of increase in the number of women managers and executives is particularly disappointing** in view of the fact that their absence from these jobs is not consistent with the large percentage of women workers already in the business world in clerical occupations; **nor** (is it consistent) **with the increasing percentage of women who are graduating from our universities.**

**"There is no dearth of qualified women who are available for management training,"** Gelber reported in her concluding remarks. "The fact that women are not graduating in specialties considered essential for management jobs does not explain the hesitation of management to permit women to enter into on-the-job executive training on a par



Gelber

with male trainees. **It is a reflection on Canadian business, as well as governments, that highly educated women are still employed outside of executive offices."**

# LABOUR LEGISLATION IN 1973

## PART 4: EMPLOYMENT STANDARDS

by BRIEN G. GRAY

**Alberta has enacted a new and comprehensive Labour Act.** The Act represents a thorough reorganization of the previous Act. One of the major changes was a clarification of, and an increase in, the powers of the Board of Industrial Relations. Others include new termination of employment provisions, improved pay protection, and larger maximum fines for offences. The new legislation is aimed at being more readily and meaningfully understood by those who are affected by it.

**In Saskatchewan, a new Part under the Labour Standards Act, 1969 has established maternity leave for females for the first time.** (Saskatchewan now has the longest period of maternity leave in Canada—18 weeks). Other amendments to the

Act provide for an increase in the average wage, vacation pay, and payment upon termination. Provisions further protecting the rights of employees were also enacted.

A new Part under the **Ontario Employment Standards Act established statutory holidays with pay for the first time.** An amendment to the Act provides that all employees will receive four holidays with pay in 1974—Good Friday, Dominion Day, Labour Day and Christmas Day. This provision will be extended to include New Year's Day, Thanksgiving Day and Victoria Day as paid holidays on January 1, 1975. Other amendments to the Act provide for an increased annual

vacation with pay after one year of employment, and a reduction (effective January 1, 1975) in the maximum hours of work from 48 to 44 a week.

**The minimum wage rates were increased in several jurisdictions**—federal, Nova Scotia, New Brunswick, Prince Edward Island, Québec, Ontario, Manitoba, Saskatchewan, Alberta, Newfoundland, the Northwest Territories, and the Yukon.

### COVERAGE

A regulation issued under the **Nova Scotia Labour Standards Code exempts several classes of work from provisions of the Code.** Domestic servants and students of professions are excluded from



application of the Act. Several other classes of work are excluded from specific sections of the Code.

Persons engaged in primary farm production, certain categories of salesmen, and fishermen are excluded from general holiday, minimum wage, hours of work, and termination provisions of the Code. Employees working under a collective agreement are not bound by the general holiday and termination provisions. Finally, the general holiday provisions of the Code do not apply to fish packers, or to persons working in the manufacturing or refining processes of the Petro-chemical industry.

### **SCHOOL-LEAVING AGE AND MINIMUM AGE FOR EMPLOYMENT**

**In Alberta, provisions governing the employment of children have been amended.** The restrictions do not apply to a person under the age of 15 who has been excused from school attendance under the School Act for the purpose of securing vocational training through employment, or who is enrolled in a work experience program approved by the Minister of Education and the Board of Industrial Relations.

A regulation passed under the Alberta Labour Act has **amended several provisions governing the employment of persons under 18 years of age.** If the employment



isn't likely to be injurious to the life, limbs, health, education or morals of the person, children over 12 and under 15 may be employed as: (1) deliverers of small wares for a retail store; (2) clerks in a retail store; (3) clerks or messengers in an office; and (4) deliverers of newspapers, flyers or handbills. Previously, the reference was to persons over 12, and the range of types of employment was more extensive.

Employment of a person under 15 is prohibited between 9 p.m. and 6 a.m. Persons over 15 and under 18, however, are permitted to work between 12:01 a.m. and 6 a.m. if they are working with, and under direct and continuous supervision by, a person who is over the full age of 18 years.

A provision under the Saskatchewan Family Services Act, 1973 prohibits the employment of a

child under 16 if that employment is detrimental to the welfare of the child because: (a) the nature of the employment is unsuitable; or (b) provision is not made for proper care and treatment.

**In the Northwest Territories,** an amendment to the Labour Standards Ordinance allows the Commissioner to make regulations specifying the circumstances and occupations in which persons under 17 years of age may not be employed in any industrial establishment. Formerly, the regulations specified industrial establishments in which such persons could be employed.

## QUAL PAY

**The Yukon has introduced equal pay provisions. All jurisdictions in Canada except Québec now have equal-pay legislation.**

An amendment to the Labour Standards Ordinance prohibits an employer from paying a female employee at a lesser rate of pay than that paid to a male employee, or vice versa, for "the same work performed under similar working conditions," except where such payment is made pursuant to: (1) a seniority system; (2) a merit system; (3) a system measuring earnings by quality or quantity of production; and (4) a differential based on any factor other than sex.

**Reduction of an employee's pay in order to comply with this legislation is prohibited.** Employers' and employees' organizations are prohibited from paying employees rates of pay that contravene the legislation. If an employer hasn't paid the wages required, the Labour Standards Officer may determine the amount owing the employee, and that amount is to be considered as unpaid wages. If the officer is unable to effect a determination, the matter is referred to the Advisory Board for investigation. The Board will then review the matter, and recommend what action should be taken.

**An amendment to the Saskatchewan Labour Standards Act, 1969 expanded equal pay provisions to protect men as well as women.** Discrimination in wage rates is

prohibited where similar work is performed in the same establishment, the performance of which requires similar skill, effort and responsibility, and which is performed under similar working conditions, except where such payment is made pursuant to a seniority or merit system. The Act formerly referred to "work of comparable character in the same establishment." The employer may not reduce the rate of pay of any employee in order to comply with this provision. Complaints respecting equal pay provisions may be referred by the Director to the Saskatchewan Human Rights Commission for a formal inquiry.

**Under its new Human Rights Code, British Columbia changed some of its equal pay measures.** (Provisions respecting equal pay have not yet been proclaimed.) The new provisions protect persons of either sex against discrimination in the payment of wages for "similar or substantially similar work." Under the former legislation, male workers were not guaranteed the right to equal pay with female counterparts.

The concept of skill, effort and responsibility will be used to determine what constitutes similar or substantially similar work, subject to such factors, in respect of pay, as seniority systems, merit systems, and systems that measure earnings by quantity and quality of production.

(As in Nova Scotia, a difference in the rate of pay based on any factor other than sex does not constitute a failure to comply with the Code, provided that the factor on which the difference is based would

reasonably justify such a difference.)

The B.C. employer also is forbidden to reduce the rate of pay of an employee in order to comply with the equal pay requirement. In addition, an employee who is not paid an equal wage may, by action, recover lost wages, together with costs. Such action, however, must begin within 12 months of the termination of an employee's services (previously 6 months); and it applies only to wages earned during the 12-month period immediately preceding the date of termination of services, or the date of the commencement of the action, whichever date occurs first.

**An amendment to the Alberta Individual's Rights Protection Act expanded the equal pay provisions to protect men as well as women.** An employer is prohibited from paying a male employee at a rate of pay less than that of a female employee, or vice versa, for "similar work or substantially similar work." Formerly, this protection was only afforded to females.

## HOURS OF WORK

**The powers of the Alberta Board of Industrial Relations concerning hours-of-work orders were expanded and clarified.** The Board may: (1) prescribe maximum hours of work greater than the hours established by the Act; (2) prescribe periods for meals or rest; (3) define meal or rest periods; (4) reduce the days of work in a week by permitting a greater number of hours of work in a day than normal.

If the Board hasn't made an order establishing a compressed workweek, it may do so if employees and employer apply to do so. Another provision establishes the

scope of hours-of-work orders made by the Board, to whom they apply, the area and time of their application, the exemptions, and finally, the conditions under which orders apply.

If an employee is engaged in shift work, he must not be required to change shifts without at least 8 hours rest between shifts, except in the case of emergency work that must be done to machinery or plant, or in the case of unforeseeable or unpreventable circumstances.

**Manitoba reissued a regulation** under the Construction Industry Wages Act **concerning minimum wages and maximum standard work hours** of employees in the construction industry in Greater Winnipeg, and major building projects located anywhere in the province.

Effective January 1, 1974, the maximum hours of work payable at regular rates for construction workers other than those in heavy construction vary from 8 to 8½ hours a day, and 40 to 48 hours in a week, depending on the occupation of the employee. Previous legislation made no reference to maximum daily hours. In addition, overtime pay at the rate of 1½ times the regular rate must be provided for all hours worked in excess of the standard weekly or daily hours.

An amendment to the Ontario Employment Standards Act provides that, as of January 1, 1975, a premium rate of 1½ times the regular rate will be required for all hours worked in excess of 44 hours a week. At present, overtime rates are required after 48 hours a week.

## MINIMUM WAGES

**New minimum wage rates** were either introduced, or come into effect, **in 11 jurisdictions**. The Governor in Council issued an order raising the Federal minimum wage to \$2.20 an hour (an increase of 30 cents) for employees 17 years of age and older. Similarly, it was announced that the rate for young workers would be increased to \$1.95 an hour. Both rates became effective on April 1, 1974.

**Alberta regulations increased the minimum hourly wages in two phases**. Effective October 1, 1973, employees 18 years of age and over receive \$1.90 an hour (previously \$1.75), and employees under 18 receive \$1.75 an hour (previously \$1.60). Subsequently, on and after April 1, 1974, the wage will be increased to \$2 an hour for workers 18 and over, and \$1.85 for those under 18. A second regulation adjusted the minimum wage payable to students employed part time. Formerly, they were paid \$1.25 an hour. Under the new provisions, the rate increased to \$1.40 an hour effective October 1, 1973, and will be further increased to \$1.50 effective April 1, 1974.

A regulation issued pursuant to the **Manitoba Employment Standards Act** (effective October 1, 1973) **increased the minimum wage for employees over 18** from \$1.75 to \$1.90 an hour. Similarly, the minimum wage for employees under 18 has been raised from \$1.50 to \$1.65 an hour. Another regulation reissued under the Construction Industry Wages Act resulted in an increase in wages for construction workers in various occupational groups.

**New Brunswick announced a new schedule of minimum wages** effective January 1, 1974, that will gradually bring two existing categories to the same level by July 1, 1975. Most employees are entitled to an increase from the present \$1.50 an hour to a minimum of \$1.75 on January 1, followed by increases to \$1.90 on July 1, 1974, \$2.15 on January 1, 1975, and \$2.30 on July 1, 1975. Waitresses, waiters, doormen, assistant bell captains, and persons





under 18 for whom the minimum wage now is \$1.35 are entitled to a minimum wage of \$1.65 an hour on January 1, \$1.80 on July 1, 1974, \$2.05 on January 1, 1975, and \$2.30 on July 1, 1975.

**Newfoundland's new Minimum Wage Order** 1974 effective January 1, 1974 **establishes a number of new provisions.** Domestic servants (formerly excluded from minimum wage provisions) must now be paid no less than \$25 a week. This amount is not to be reduced under any circumstances.

The "younger worker" wage category was abolished, and the rates now apply to all employees over 16 years of age. The minimum wage rates for employees 16 and over were increased in three stages: \$1.80 an hour effective January 1, 1974; \$2 effective July 1, 1974; and \$2.20 effective January 1, 1975. The overtime wages for employees entitled to it have also been increased in accordance with these minimum rate changes.

**A minimum wage order issued** under the Labour Standards Code in **Nova Scotia** establishes new minimum wage rates effective July 1, 1974. The wage for employees 18 years of age and over will be increased from the present \$1.65 an hour to \$1.80. Similarly, the rate for under-age employees between 14 and 18 years of age will increase from \$1.40 an hour to \$1.55. Inexperienced employees will receive

the same increase afforded to under-age employees. The minimum rates for beauty parlor employees, logging and forestry employees, and workers in the road and heavy construction operations were also increased.

On November 1, 1973, the **Ontario** Ministry of Labour **announced new minimum wage rates** that became effective on January 1, 1974. The general rate rises from \$1.80 an hour to \$2. This minimum rate applies to all employees except students under the age of 18. The student rate has been set at \$1.65 an hour. The former construction rate of \$2.05 an hour has been increased to \$2.25. Guards on construction sites are given the same wage as construction workers. The learner's rate for employees in their first month of employment increases from \$1.70 an hour to \$1.90. The minimum rates for ambulance drivers, driver's helpers and first-aid attendants in the ambulance industry were also increased.

**Prince Edward Island** issued a new order which **increased the minimum rates** in that province. The new levels, which became effective January 1, 1974, are: \$1.65 an hour for employees 18 years and over (formerly \$1.40 for men and \$1.30 for women), and \$1.45 an hour for those under 18. On July 1, 1974, the rates will again be increased to \$1.75 for employees 18 years and over, and \$1.50 for workers under 18.

In **Québec**, the Minimum Wage Commission **readjusted its staggered minimum wage increases**, which are established under the General Minimum Wage

Order. An amendment to the Order increased the rate for employees 18 and over: \$1.85 an hour effective November 1, 1973; \$2 effective May 1, 1974; and \$2.15 effective November 1, 1974.

Similarly, the rates for employees under 18 years of age became: \$1.75 an hour effective November 1, 1973; \$1.90 an hour effective May 1, 1974; and \$2.15 an hour effective November 1, 1974. For both categories of worker the increases over the old rates were five cents on November 1, 1973, 10 cents on May 1, 1974, and an additional 15 cents on November 1, 1974. The Board also readjusted the overtime rates of pay to coincide with the increase in the minimum wage rates. Québec also issued a new Construction Decree pursuant to the Construction Industry Labour Relations Act. Minimum wage rates for various occupational groups in the construction industry were increased.

The minimum hourly wage in Saskatchewan was increased from \$1.75 to \$2 an hour, effective December 1, 1973.

The minimum hourly wage in **the Yukon** rose from \$1.75 to "the amount of the sum of the federal minimum wage, as amended from time to time, plus 10 cents" (at present, \$2). This **method of calculating minimum wage rates is unique in Canada.** As a result of the federal legislation, therefore, the minimum hourly wage in the Yukon will rise a further 40 cents to \$2.40 on April 1, 1974.

The minimum wage in the Northwest Territories was increased from \$1.50 to \$2 an hour, effective September 1, 1973. A new category was introduced: workers under 17, who now receive a \$1.75 an hour.

## BOARD AND LODGING

The **maximum deductions permitted for board and lodging were increased** in Alberta, Newfoundland, Nova Scotia, Ontario and Prince Edward Island, and also for employees in restaurants, hotels, educational institutions, hospitals, and nursing homes in Saskatchewan. During 1973, previously announced increases went into effect in Alberta, British Columbia, New Brunswick, Nova Scotia, Ontario, Prince Edward Island and Québec.

## ANNUAL VACATIONS WITH PAY

Included in an amendment to the **Ontario** Employment Standards Act was a **major change** in Part VII of the Act **respecting paid vacations**. Effective January 1, 1974, all employees are entitled to two weeks annual vacation with pay after one year of employment. Previously, an employee received one week after the first year of employment and two weeks after two years of employment. Vacation pay will amount to 4 per cent of the total wages earned in the 12 months of employment for which the vacation is given. This contrasts with the old standard of 2 per cent for a one-week vacation and 4 per cent for a 2-week vacation. The provisions concerning when the vacation is to be taken remain unchanged.

Should an employee's employment cease before the completion of 12 months employment, or should an employee not be paid or given a vacation with pay to which he is entitled, the employer must pay him 4 per cent of the total wages earned in any 12-month period, or part thereof, in lieu of paid vacation. As previously, the Director may approve employer-employee agreements on vacation pay, payment lieu thereof, or any arrangements for taking of a vacation.

The old provisions of the Employment Standards Act continue to apply for purposes of calculating the vacation and vacation pay to which an employee is entitled (or the amount agreed to be paid in lieu of such vacation with pay) for the period of his employment prior to January 1, 1974.

**An important new feature of the Employment Standards amendment** provides that, "where the Director finds that a term or condition of employment in a collective agreement as defined in the Labour Relations Act confers a higher remuneration in money, or a greater right or benefit respecting vacation pay than the provisions in Part VII (Vacations with Pay), the term or condition of employment in the collective agreement shall prevail."

In Saskatchewan, effective July 1, 1973, an employee with 15 years of service is entitled to a four-week vacation with four fifty-seconds annual earnings. During the next five years, the length of the qualifying service would diminish by one year. Thus, after July 1, 1978, the entitlement to a four-week

vacation would be earned after 10 years and each subsequent year of employment. Formerly, an employee was entitled to two weeks vacation a year during his first four years, and three weeks after four years service.

## GENERAL HOLIDAYS

A recent amendment to the Employment Standards Act in Ontario established a new part under the Act (Part VII—Holidays with Pay). The provisions require that **all employees will receive four statutory holidays with pay in 1974**: Good Friday, Dominion Day, Labour Day, and Christmas Day.

This provision will be extended to include New Year's Day, Thanksgiving Day and Victoria Day as holidays with pay, as of January 1, 1975. Thus, during the year 1974 employees who work on non-paid holidays (for example, New Year's Day, Thanksgiving Day and Victoria Day) will be paid time and one half the regular rate for each hour worked. Prior to the amendment employees were paid in this manner when they worked on any of the seven statutory holidays.

**Certain categories of employees are not entitled to a holiday with pay.** These include an employee who: (1) is employed for less than three months; (2) has not earned wages for at least 12 working days during the 30 calendar days immediately preceding the holiday; (3) misses a regular workday preceding or following the holiday; and (4) is employed under an arrangement whereby he may elect to work or not when requested so to do.



Provision is made for substitution of another working day for the holiday, as long as the day is earlier than, or not later than, 30 days after the date of the holiday. The same rule applies if the holiday falls upon a non-working day, or during the vacation of the employee.

Should an employee who is entitled to holiday pay be required to work, and does work, on a holiday, he must be paid the regular wage, an additional amount of 1½ times his regular rate as holiday pay, plus any overtime pay to which he is entitled. An employee who is not entitled to holiday pay would receive a wage of time and one half the regular rate for each hour worked.

**An important new feature of the Employment Standards amendment** provides that "where the Director finds that a term or condition of employment in a collective agreement, as defined in the Labour Relations Act, confers a

higher remuneration in money or a greater right or benefit respecting holidays with pay than the provisions in Part VII-A (Holidays with Pay), the term or condition of employment in the collective agreement shall prevail."

Under the new Alberta Labour Act, the Board of Industrial Relations may make orders specifying the conditions under which an employer may pay the employee in lieu of a holiday, or give him a paid holiday when he works on a general holiday.

## TERMINATION OF EMPLOYMENT

**The federal jurisdiction and eight provinces—Manitoba, Newfoundland, Nova Scotia, Ontario, Prince Edward Island, Québec, Saskatchewan and Alberta—have legislation requiring that an employer give notice to the individual worker whose employment is to be terminated.** In addition, the federal

jurisdiction, Manitoba, Nova Scotia, Ontario and Québec require an employer to give advance notice of a projected termination of employment, or layoff of a group of employees.

Under the **Alberta Labour Act**, the Board may now establish **requirements for notice of individual termination.** The minimum requirements are: (1) seven days notice after an employment period of three months to two years; and (2) 14 days notice after an employment period exceeding two years.

The Board may also make orders: (1) requiring payment in lieu of notice of termination; (2) specifying where notice of termination is not required; (3) exempting any class of employers or employees from the application of termination orders; (4) prescribing how notice of termination is to be given, and its form and content; and (5) defining "termination" and "period" of employment.

In **Saskatchewan**, an amendment to the Labour Standards Act **increased the "vacation pay" to be paid to certain employees when their employment has been terminated.** Effective July 1, 1973, employees with 15 years of service are entitled to average wage of three fifty-seconds of their total earnings for that year of employment.

During the next five years, the length of the qualifying service would diminish by one year; thus, after July 1, 1978, the entitlement to an average wage of three fifty-seconds would be earned after 10 years, and after each subsequent year of employment. Previously, the average wage for these employees amounted to one twenty-sixth of annual earnings. An employee must receive full pay from his employer within 14 days



after the day on which his termination becomes effective.

### **In Ontario, notice of termination of employment is not required**

where a contract of employment is rendered impossible of performance, or is frustrated by a fortuitous or unforeseeable event or circumstance. An amendment to the Employment Standards Act provides an exception to this rule. Should a person's contract of employment be or become impossible of performance by an order, direction or notice made, given or issued under the Environmental Protection Act, notice is required.

A regulation passed pursuant to the Nova Scotia Labour Code states that the required length of notice of termination does not include any week of vacation unless the employee, after receiving the notice, agrees to take his vacation during the period of notice.

## **MATERNITY PROTECTION**

**Legislation to ensure the health and job security of women working before and after childbirth** is now in force in the federal jurisdiction, and in British Columbia, Manitoba, New Brunswick, Nova Scotia, Ontario and Saskatchewan. **Saskatchewan**, through its new legislation in this area, **has established the longest period of maternity leave in Canada—18 weeks.**

A new part under the Saskatchewan Labour Standards Act establishes 18 weeks maternity leave for employees who have had at least 12 months of continuous employment with one employer. By producing a medical certificate specifying the expected date of delivery, a woman is entitled to leave consisting of three parts:

(1) where she applies, four weeks before leave, for a period of up to 12 weeks between commencement of the leave and the anticipated date of birth (where the employee has not formally applied for leave, upon request and granting of medical certificate, she must also be granted leave); (2) the period between anticipated and actual dates of birth, if any; and (3) the period of six weeks immediately after the actual birth.

**The period of leave after birth** may be further extended by six weeks if the woman provides her employer with a medical certificate giving bona fide medical reasons why the employee is unable to return to her employment after the normal period of time.

**Provision is also made for an early return to work** where the employer and employee agree. This agreement must be supplemented with a medical certificate certifying that resumption of employment will not endanger the health of the employee. The maximum amount of leave to which an employee is entitled cannot exceed 18 weeks.

**An employer must, at the expiration of maternity leave,** reinstate the employee in her employment under terms and conditions similar to those in which she was formerly employed, with no loss of seniority, rate of wages, pension or other benefits.

The employer is prohibited from dismissing or suspending an employee because she is pregnant or has applied for maternity leave. The employer, however, may require an employee to take a maximum of three months leave prior to the estimated date of birth, if he judges that the pregnancy of the employee might unreasonably interfere with the performance of

her duties. In both instances, there is a presumption in favour of the employee. The onus rests with the employer to prove, in the one case, that she was discharged for good and sufficient cause, and in the other, that her pregnancy would reasonably interfere with her duties.

## **WAGE PROTECTION**

The British Columbia Payment of Wages Act was amended to **make directors and officers of a corporation liable for the offences of the corporation.** The directors and officers are also liable for the wages of employees of the corporation—up to a maximum of two months wages for each employee who has not been paid. The provision of the old Act, which required a convicting judge to order payment of wages owing, has been repealed. Further, **the Board may group participants of an employers' association for the purpose of collecting unpaid wages.**

A further amendment to the Payment of Wages Act sets rules for the assignment of an employee's wages. An employer is required to honour assignments within one month of the deductions having been made from the employee's wages.

The provisions further require an employer, who has agreed, under contract or a collective agreement between himself and his employees or an agent of his employees, to make a payment for the benefit of an employee to a fund, insurer, or any person, when due, and in accordance with the terms of the contract or collective agreement. If

the employer fails to do so, the amount is deemed to be wages owing, and the wage recovery provisions of the Act must apply.

In addition, **new procedures were established for the posting of security** when: (1) the Board intends to require an employer to furnish security conditional upon payment of all wages, and it so notifies the employer by registered mail, giving the employer eight days from the date of mailing to present evidence and make representations; (2) the Board, after such investigation and hearings as it considers necessary, may (a) require the employer to furnish security, and (b) prescribe the date by which such security must be posted; (3) after having given notice, the Board may apply the security furnished, in whole or in part, to any wages the Board ascertains is owing to an employee; and (4) an employer who refuses to furnish the security required by this provision is guilty of an offence under the Act.

Previously, there was no time limit set by the law for the employer to make a representation. Also, a Judge of the Supreme Court could, upon an application of the Board, restrain the employer, who had refused to furnish security, from carrying on any business or industry until it was furnished and the costs of the application paid.

**In Alberta, the priority amount has been increased** from \$2,500 to \$5,000 for unpaid wages, vacation pay, holiday pay, and money in lieu of notice of termination. An employee now has first priority over the claims of a wider range of other creditors. Previously, these included the Crown and all preferred ordinary or general creditors of the employer. Currently included (in addition to the above-mentioned) are any person, firm, corporation or partnership having a claim against the employer.

Formerly, where a company was in the process of winding up, taxes,

wages (up to \$250) and workmen's compensation payments ranked equally among themselves, and had priority over all other debts of the company. Under the new Act, wages have priority over all other claims up to an amount of \$5,000.

In Saskatchewan, a director of a corporation who is an employee of the corporation is not entitled, ahead of other employees, to priority in respect of wages owing to him as an employee until the claims for wages of the other employees have been satisfied.

**The Attachment of Debts Act was amended** to increase the amount exempt from attachment under the Act: (1) from \$200 to \$300 in the case of a married person supporting at least one, but not more than three, dependants; (2) from \$225 to \$325 in the case of a married person supporting four or more dependants; (3) from \$200 to \$300 in the case of an unmarried person, widower or widow supporting at least one, but not more than three, dependants; (4) from \$225 to \$325 in the case of an unmarried person, widower or widow supporting four or more dependants; and (5) from \$100 to \$150 in the case of all other persons. Further, an employer may retain the amount of the wages of the employee that is exempt from attachment and pay that amount to the employee.

A regulation pursuant to the Nova Scotia Labour Code requires an employer, at the time of making any payment of wages, to furnish to the employee a statement in writing, setting out: the period and number of hours for which the payment is made; the rate of wages; any deductions made from the wages; and the actual sum being received by the employee.



Federally, if moneys have been placed in the "Labour Standards Suspense Account" because an employer cannot locate an employee to pay his wages, that employee no longer loses the right to claim the wages owing after three years have elapsed.

## LEAVE FOR POLITICAL OFFICE

In **Manitoba**, an amendment to the Civic Service Act **gives a civil servant the right to a leave of absence to be a candidate, or to support a candidate and/or party for political office.** Deputy Ministers and/or other designated employees are excluded from these provisions. If the civil servant is elected, he must immediately resign his position as an employee of the Government (government agency). If he is unsuccessful in his candidacy, and if he applies to the Government within 90 days of the election results, he shall be reinstated in his former position with no break in service.

## OTHER PROTECTION FOR EMPLOYEES

Saskatchewan has provided **protection for an employee who refuses to work for reasons of safety.**

An employee may refuse to perform an act if he has reasonable grounds to believe that it is unusually dangerous until an occupational health officer or committee holds an investigation and disagrees, or until the risk of bodily harm has been mitigated. An employee who does so refuse is not to be suspended, dismissed, or have his wages reduced. If such an employee is suspended, dismissed, or has his wages reduced, there is

to be a presumption in favour of the employee, and the onus is to be upon the employer to prove that the employee was so treated for good and sufficient reason.

**An employer is prohibited from discriminating against any employee** on the basis of his participation in, or association with, an occupational health committee that has been established in a place of employment as provided for in The Occupational Health Act, 1972. Such discrimination is prohibited with regard to wages, promotional opportunities and dismissals. If such discrimination does occur, there is to be a presumption in favour of the employee, and the onus is to be upon the employer to prove that the employee was so treated for good and sufficient reason.

A magistrate may order re-instatement and payment of lost wages if it is found that an employee was wrongfully discharged or suspended.

**Several new protective measures were established under the new Alberta Labour Act.** The Board of Industrial Relations may conduct special inquiries for the purpose of investigating any arrangement designed to defeat the operation of the Labour Standards provisions of the Labour Act. Should the Board determine that a partnership, association, agreement or scheme, and the engagement or working of persons, has the effect of defeating the due and equitable application of the standards provisions, it may issue a directive: (1) prohibiting the employer, employee or other person to whom it is directed from continuing the partnership, in whole or in part; or (2) prohibiting such person from doing any act set out in the directive.

**Associated or related companies are considered a single employer** and are therefore liable for the payment of all wages and other entitlements owing to an employee. In cases in which a business, undertaking or other activity or part thereof is sold, leased or transferred, the continuity of employment is not broken.

## ENFORCEMENT

The Alberta Labour Act now provides for more offences and penalties than were provided for under the old Act. An employer, employee or any other person who contravenes the standards provisions of the Act, for which no offence is specifically provided, is guilty of an offence. In addition, should a corporation be found guilty of an offence, every director or officer of the corporation who is authorized, permitted or acquiesced in the offence is also guilty of an offence.

An employer, employee, director, officer or other person who is found guilty of an offence is liable, on summary conviction, to a maximum fine of \$10,000 in the case of a corporation, and to a maximum fine of \$5,000 (or six months imprisonment) for an individual.

(Brien Gray is a member of the Legislative Analysis and Evaluation Division of the Legislative Research Branch).



## 50 YEARS AGO

declaration of aims by the General Council to the 56th annual meeting of the Trades Union Congress, in Hull, England, payment of family allowances in France, prolongation of hours of work in Germany, control of trade union funds in Italy, labour legislation enacted in Hungary, railway labour courts in Spain, and the proposed establishment of an International Management Congress to be held at Prague, Czechoslovakia, were among topics discussed in the May 1924 number of **The Labour Gazette**.

At its annual meeting in Hull, England, the **General Council of the British Trades Union Congress** submitted the following declaration of aims: "The Trades Union Congress, as representing the organized workers of Great Britain, demands for the following changes in our social, economic and political system: (1) nationalization of land; (2) nationalization of railways; (3) nationalization of mines and minerals; (4) hours of labour—a legal maximum working week of 44 hours; (5) legal minimum wage for each industry or occupation; (6) pensions for all at the age of 60; (7) pensions for mothers with dependent children; (8) adequate provisions for unemployment, with

proper maintenance of the unemployed; (9) establishment of training centres for unemployed boys and girls, with extension of training facilities for adults during periods of economic depression; (10) provision of proper housing accommodation; (11) improved facilities to be provided by the State from elementary schools to universities; and (12) extension of State and municipal employment for the purpose of promoting social necessities and service."

**Since 1916, a large number of industrial undertakings in France** had paid family allowances to their married workers. This remuneration was paid to their employees in proportion to the number of dependent children in the family. In order to equalize expenditures for these family allowances, the employers in various localities combined to establish compensation funds, of which there were 120. Contributors to these funds numbered 7,000 employers, and out of the funds, almost one hundred million francs a year were paid to 800,000 workers.

The legal character of family allowances had not been settled, and it was doubtful whether they would be regarded as supplementary wages or as a grant freely made by the employer. The workers preferred that family allowances and the funds from which they were paid should become state institutions. In public works, the payment of family allowances was already required by law.

**The movement for the prolongation of hours of work in Germany** became general. At the beginning of January, it was noticeable in the mining and metal industries of the Ruhr, and afterwards it spread to the whole of Germany. The measures taken in these two important industries brought about a considerable extension of hours of work in other divisions of industry. These prolongations, which were allowed under an Order of December 21, 1923, were in some cases fixed by direct agreement between the parties concerned, but more often by official arbitration boards after strikes or lockouts. On several occasions, when neither employers nor workers were willing to accept the decisions of arbitration boards, the awards were made compulsory by the Minister of Labour.

Most agreements maintained the principle of the eight-hour day, but according to the requirements of the industry concerned, and by agreement with representatives of the workers, allowed hours of work to be extended in certain cases to nine a day. In some agreements the nine-hour day was laid down as normal, and others provided for longer working hours, subject to certain conditions. Overtime was paid for at an increased rate that, in some cases, came into force after 48 hours, and in others after 54.

**In Italy a decree** dated January 24, 1924, **placed the control of administration of the funds of workmen's associations under local offices.** All the associations and corporations that drew their funds from workers' contributions for mutual benefit were covered by the decree. If it was suspected that public confidence was being abused, or that funds were being appropriated for uses other than the economic or moral benefit of the workers, an inquiry could be ordered. In serious or urgent cases, the managing committee would be suspended, and a commissioner appointed to carry on the administration for a period not exceeding one year.

A month before the termination of his appointment, the commissioner was required to submit a report on the organization of the association, and on any irregularities that might have been discovered. The Socialist and Catholic press, and the *Corriere della Sera* stated that the use of trade union funds for political purposes would be illegal under the terms of the decree.

**Labour legislation enacted in Hungary** during March and April 1924 included increases in compensation to war invalids, widows and orphans, and replacement by a fixed salary scale of bonuses paid to public service employees. **Other legislation provided for:** establishment of government subsidies for certain agricultural and distributive co-operative societies, reduction in taxation on houses built between January 1, 1924 and November 1, 1926, regulation of state mortgages on newly built dwelling houses, reduction by a further 20 per cent in the number of public service

employees, and amendment of the social insurance laws to take into account the decreased value of Hungarian currency.

**A Royal Decree was issued in Spain for creation of special labour tribunals to settle disputes between the railways and their agents and workers.** It provided for: (a) district tribunals for each company or group of companies, if it were advisable to unite any companies either because they were operating lines situated in the same territory or because of the short distance they covered; and (b) a Central Higher Court for all districts.

**The district railway tribunals considered all disputes between the railroads and their employees under the following circumstances:** (1) if the disputes were of a general character, or involved collective interests; (2) if they concerned the staff as a whole, or that of certain specified services; (3) if they were not expressly reserved by law for the jurisdiction of the ordinary tribunals; (4) if, although they were within the scope of the ordinary courts, the disputes were of a kind suitable to be brought before the railway labour tribunals with a view to settlement; (5) if they did not relate either to technical management, or to the discipline that should prevail in all departments; and (6) if at least 10 per cent of the personnel of any one service of any one company had made demands or complaints to management without obtaining any satisfaction.

The Central High Court, which would have its seat in Madrid, would decide, on appeal, all questions that were within the jurisdiction of the district tribunals. Both tribunals would be equally competent to consider any question that the Government decided to submit to them.

**An International Management Congress was to be held at Prague, Czechoslovakia in July to present the principles and methods developed by the most progressive American industrial management and the methods, conditions and problems of certain American industries that were similar to important basic, national industries in Czechoslovakia.**

**This first International Management Congress** was conceived and planned by the Government of the Republic of Czechoslovakia and the Masaryk Academy of Prague. "It was inspired in the minds of leaders of the progressive Czechoslovak people by realization that one basis of recovery from the material and moral ravages of war, and of the restoration of a prosperous and enduring peace must be better international understanding of the principles and methods of utilization of economic resources."

# BOOK REVIEWS

## NO PROGRESS IN 15 YEARS?

**The Best of the Canadian Personnel Journal—1955-1970**; by J. R. Perigoe and T. F. Hercus; **The Canadian Personnel and Industrial Relations Journal**, Toronto; 325 pp.

by C. R. SCOTT

**The purpose of this book**, a collection of articles on various aspects of personnel and industrial relations, **is apparently to summarize the best principles of good personnel management** in a form that can be used by the neophyte as a basic reference in seeking guidance to the solution of problems.

The period of the late '50s and the early '60s was one in which a number of new ideas and concepts appeared on the personnel scene: Theory X and Theory Y, group interaction, commitment philosophies, organizational effectiveness, Maslow's theory of motivation, sensitivity training, the Blake-Mouton managerial grid, and organizational development. **Good manpower planning and utilization is still heralded as one means of saving the troubled organization.**

This compendium of articles is well selected, and covers a broad variety of matters. The authors of the articles are very much concerned with promoting the development of improvements in personnel systems, and are well qualified to write on the subjects they have selected. They have objectively analyzed both the good and bad aspects of personnel management.

A question remains to be answered, however. All these well-meaning theories, sensible procedures, and obvious belief in the objectives of good personnel management—have they had any lasting effect on their practitioners and on organizations in a general sense? One can, of course, demonstrate good and bad examples; **but the uneasy feeling remains that little concrete progress has been made in the last 10 or 15 years.**

In one area, the Public Service of Canada, the rate of growth of the personnel function has been nothing short of phenomenal, and operating managers are continually bombarded with material from

ever-expanding personnel establishments. **There are now close to 2,000 personnel officers in the Public Service**—at least four times as many as there were in 1960.

Despite this growth, many of the same problems remain, and operating managers still grumble about the effectiveness of the personnel function. This one example only serves to illustrate the general indifference toward that function. There may be good and sufficient reasons for the lack of progress, but the fact remains that **little progress has been made despite**—in the case of Canada's largest employer—**a considerable increase in manpower and expenditure.** It would be an interesting exercise to compare the rate of growth in the federal Public Service with that of other major employers.

The subject of the effectiveness of the personnel function or some of its principal components is dealt with by a number of the contributors, primarily in Sections I and IX dealing with "Personnel Management" and "Professionalism." In a 1967 article, former STELCO Vice-President Harold Clawson discusses the good and bad points of the function, whereas J. R. Nadeau, Personnel Manager with Richardson-Merrill, in a paper prepared in 1965, invites the reader to the wake of the personnel director.

In an article written in January 1969, management analyst John Runyon, discussing the management of systems (one of which is



personnel), mentions how "advisory groups have been superimposed upon the organization because management wants to be thought of as up to date and progressive." He goes on to quote **Peter Drucker: "The growth and influence of specialist or advisory groups will become, unless counterbalanced, a centrifugal force that tears the organization apart and converts it into a loose confederation of functional empires,** each concerned with its own craft, each jealously guarding its own secrets, each bent on enlarging its own domain rather than building a business."

This statement was made by Drucker in 1954. In 1969, Runyon is still discussing the need for better integration of functions and a clear definition of organizational goals. Fifteen years is admittedly a short period in human affairs, but if the technical development of aircraft were expressed in 15-year jumps and compared against the development of the personnel function in the same time span, it would be obvious which had had the greater relative rate of progress.

If the development of the "human side of enterprise," to quote P. A. McIntyre of Simpsons-Sears, is to keep pace with technological advances, it seems obvious again that the personnel function, as a major contributor to employer-employee relations and the development of human resources must accelerate its rate of development.

**The Best of the Canadian Personnel Journal** meets its purpose in summarizing the best principles of personnel management, and provides a ready reference source

for those interested in the subject. It is unfortunate, but not the fault of the publication, that the time span covered by the collection does not show a greater development of the essential elements of the personnel function.

(Clifford Scott is Director of the Legislative Research Branch of the Department).

## A MIXTURE OF DRAMA AND SMALL TALK

**CHAVEZ: MAN OF THE MIGRANTS** (A plea for social justice); by Jean Maddern Pitrone; Alba House, New York; 169 pages.

by JOHN BANK

**The raw material of Cesar Chavez's life**—the takeover of his family's small farm in the '30s that forced him into a decade of migrancy in California fields, and his creation of a farm workers union that wrenched signed contracts from the grape industry through an international boycott—**demands a writer with literary power.** Although one cannot expect a current biography of Chavez to be written in Steinbeck's prose, or with Tennessee Williams' sense of drama, one might hope to experience the events of his life full strength.

**Pitrone unfortunately obscures the man and his significance** by her writing style. **Chavez: Man of The Migrants** contains an important message, and for that reason it is a frustrating book. Mrs. Pitrone's purple prose will not go away. **The book is filled with forebodings that are straight out of afternoon TV melodrama.** Example: Chavez, 15, went to "the vineyards of Delano as if, even at that youthful age, he



Chavez

sensed that this dustbowl town—the scene of his first confrontation with authorities—was to be his trusting with destiny."

When Chavez's wife, Helen, took a job with the Di Giorgio vineyards to support her husband's organizing efforts, the author warns: "To the Di Giorgio family, the name Helen Chavez—or even the name Cesar Chavez—meant nothing. It would be a very long time before the Di Giorgio and other growers would finally realize that Cesar Estrada Chavez, the Mexican American, was to bring major changes into their business."

The author's prose turns crops into "white-headed lettuce," "fuzzy skinned peaches," and "fluffy white cotton balls." California farm workers, 90 per cent Mexican, become "crews of muscular bronzed workers, labouring in the fields and orchards underneath a hazy red sun." She runs it all together. **Folksy news** of the Chavez children **breaks into the chronicle of the United Farm Workers' struggle and achievement.** The marriages of the older Chavez girls are reported—and where they honeymooned. The fortunes of Fernanda Chavez

Cesar's oldest son, are traced through high school, college, and a confrontation with the draft board.

Unfortunately for the reader, **the dramatic events of the grape strike of 1965-1970 overpower the author's style, and command the final hundred pages of the book.** Here, Pitrone relates the straight facts. The grape strike called in September 1965 by a small union of Filipino workers, the Agricultural Workers Organizing Committee, AFL-CIO, was strengthened by support from Chavez's National Farm Workers Association. This event, and Chavez's genius, created the farm workers movement.

Personages like Walter Reuther and Robert F. Kennedy made their essential contributions to the struggle. The workers themselves backed their demand for union recognition from wine and table-grape growers with a 300-mile march from Delano to Sacramento, and by an international boycott of California grapes. Church support for "La Causa" evolved, with the California Migrant Ministry leading participation of the clergy from the outset, and the U.S. Catholic Bishop Committee on Farm Labour playing a key role in the negotiations that gained contracts with 85 per cent of the California grape industry in 1970.

**Richard Nixon appears in the book as a presidential candidate calling the grape boycott "illegal."** He posed for photographers and media, eating grapes with California Governor Ronald Regan in the grape-growing city of Fresno.

There is rich detail about the problems and progress of the grape boycott as the field workers force a cutback in the number of railroad carlots of grapes entering major Eastern U.S. and Canadian cities. The importance of Chavez's leadership, and his fast for non-violence are well portrayed.

**After its report of the signing of the grape contracts, the book weakens.**

The lettuce strike of August-September 1970, which the *Times* of Los Angeles called "the biggest farm labour strike in U.S. agriculture"—fixing the number of strikers at between 5,000 and 7,000—is given glancing treatment. No mention is made of the court injunction—delivered by Judge Anthony Brazil on September 16, 1970 in Salinas, California—that forced an end to the UFWA lettuce strike, and sent the strikers on their lettuce boycott. Based on the Jurisdictional Strike Act of California, the injunction started a legal battle that lasted 2½ years.

In the end, the California Supreme Court overturned the injunction, and accused the lettuce growers and the Western Conference of Teamsters of collusion to stop Chavez's organizing drive among the lettuce workers.

The narrative breaks off in the spring of 1971 with the **signing of a jurisdictional agreement between the UFWA and the Teamsters** union that placed a temporary moratorium on the lettuce boycott. **The author offers a simplistic and inaccurate explanation** for the

agreement: "The Teamsters had been hurting as a result of the boycott, because so little produce was reaching city markets that truck drivers and warehousemen were being laid off." In reality, the lettuce boycott, over-all, had not been very effective. It had had no effect on Teamster drivers.

Perhaps to prop up a weak text, the publisher, Alba House, scattered 18 full-page photographs throughout Mrs. Pitrone's slim paperback. **The photos**—moving shots of Chavez weakened by a 21-day fast; a jubilant contract-signing with John Guimarra and other Delano grape growers; Chavez talking with farm workers and boycott supporters—are more evocative, and **speak more eloquently of the farm workers' movement than anything the author has written.**

Were its subject matter not so urgent and full of possibilities for a clear, forceful presentation of the life and work of Cesar Chavez, Mrs. Pitrone's book might not be so annoying and frustrating. But her **stylistic inadequacies are so serious that the message of Chavez may be lost** on a public that needs to know, and deserves a more artful presentation.

(Rev. Bank is a Roman Catholic priest, and has been an organizer for the United Farm Workers, AFL-CIO, for more than five years. He is also director of the Québec grape and lettuce boycott.)

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# PRICE INDEXES

## CONSUMER, FEBRUARY

**The consumer price index (1961=100) advanced 1.0 per cent to 159.2 in February** from 157.6 in January. About three fifths of the increase was attributable to a rise of 2.3 per cent in the food price level; smaller increases were registered for all other major index components.

All items besides food rose 0.5 per cent, the main contributor being housing, which advanced 0.6 per cent. The index for tobacco and alcohol rose 1.4 per cent, and that for health and personal care by 0.7 per cent. The elements for clothing and for recreation, education and reading, advanced 0.5 per cent; transportation rose 0.2 per cent. Between February 1973 and February 1974, the all-items index advanced 9.6 per cent.

**The food index advanced 2.3 per cent to 177.9 in February** from 174.0 in January. Home-consumed food prices increased, on average, 2.6 per cent, and prices for food eaten away from home rose 0.9 per cent to a level 17.2 per cent higher than a year earlier.

Major contributors to the food-at-home increase in the latest month were markedly higher prices for beef, potatoes and sugar-

related commodities; many other foodstuffs also registered increases. Pork and egg prices declined between January and February.

The index for meat, poultry and fish rose 2.9 per cent as beef prices advanced, on average, 7.0 per cent. The poultry index rose 1.6 per cent, but pork quotations declined 1.9 per cent for the fifth consecutive month. Since February 1973, poultry prices advanced more than 34 per cent, beef prices 25 per cent, and pork 13 per cent. Between January and February 1974, egg prices declined 4.8 per cent, but were still 26 per cent above their level of a year ago.

The fruit and vegetable index registered an increase of 4.7 per cent, mainly because of an advance of more than 29 per cent in potato prices. The cereal and baking products index rose 1.4 per cent. Higher cheese prices in several cities were responsible for a rise of 0.7 per cent in the index for dairy products; and the fats and oils component rose 2.0 per cent.

Among other food items, there was a noticeable advance in the price of sugar: it increased 17 per cent, to register a rise of almost 60 per cent since the beginning of the year. Chocolate bar prices rose 20 per cent in the previous two months, soft drink prices 4.3 per cent in the latest month. Since February 1973, the food index advanced 17.4 per cent, with the price of food for home consumption registering an increase of 17.3 per cent.

**The housing index rose 0.6 per cent to 159.4 from 158.4** because of increases of 0.7 per cent in the shelter component, and 0.6 per

cent in the household operation component. Within shelter, the home-ownership element rose 0 per cent, and rents advanced 0 per cent. Among household operation items, higher electricity rates were reported in some centres, and furniture prices rose on average, 0.8 per cent. Household supply items rose, on average, 1.4 per cent, and the index for household services advanced 0 per cent. Between February 1973 and February 1974, the housing index rose 7.0 per cent.

**The clothing index advanced 0.8 per cent to 145.5 from 144.7**, contrasting with the declines that have occurred between these two months in the previous four years. Most items recorded increases, reflecting, in part, higher prices for materials used in clothing—synthetic fabrics, cotton and wool. The main contributors to the latest advance in the clothing index were women's wear, which increased 0.8 per cent, and footwear, which increased 1.4 per cent. Children's wear prices advanced, on average, 0.2 per cent, and the piece goods index rose 0.7 per cent. The index for men's wear declined 0.2 per cent, mainly because of seasonal sale prices. Between February 1973 and February 1974, the clothing index rose 8.3 per cent.

**The transportation index rose 0.4 per cent to 143.8 from 143.5** as an increase in the private transportation element outweighed the decline in the component for public transportation. The main contributor to the increase of 0.4 per cent in private transportation was a 3.4 per

ent rise in the index for automobile insurance. Motor oil prices rose 1.3 per cent, but there was a marginal decline in the gasoline index. The public transportation component declined 0.6 per cent as a decrease in the index for train fares outweighed some higher taxi and intercity bus fares. In the 12-month period ended February 1974, the transportation index advanced 7.7 per cent.

**The health and personal care index rose 0.7 per cent** to 163.0 from 161.8 because of an increase of 1.2 per cent in the personal care component. Personal care services advanced 2.3 per cent as a result of increases in women's hairdressing and men's haircut charges in several cities; quotations for toiletry items increased, on average, 0.2 per cent. Between February 1973 and February 1974, the health and personal care index rose 6.7 per cent.

**The recreation, education and reading index advanced 0.5 per cent** to 149.8 from 149.0 because of increases in the reading and recreation elements. Higher magazine and newspaper subscription rates were responsible for a rise of 1.9 per cent in the reading index. Increased movie admission charges in several cities, and widespread price advances for camera film (including processing) were major contributors to a rise of 0.4 per cent in the recreation component. The recreation, education and reading index was 5.4 per cent above its level of a year ago.

**The tobacco and alcohol index rose 1.4 per cent** to 138.8 from 136.9, mainly because of widespread increases in the price of

beer for home consumption. The tobacco and alcohol index has risen 2.3 per cent since February 1973.

Consumer price movements, reclassified by goods and service, give another view of the incidence of price change. Between January and February, the total goods index advanced 1.3 per cent, the main impetus coming from non-durable goods that rose 1.7 per cent, mainly because of higher prices for food, beer and household supplies. The index for semi-durable goods rose 0.5 per cent as a result of increased quotations for clothing, footwear, linen and draperies; the component for durable goods rose 0.2 per cent, mainly because of higher furniture prices. An increase of 0.6 per cent was recorded for the services index, following increases in the shelter, transportation, health and recreation elements. Since February 1973, the total goods index has advanced 11.7 per cent, and that for services 6.5 per cent.

#### CITY CONSUMER, FEBRUARY

**Between January and February, consumer price indexes rose in all regional cities and city-combinations** with increases ranging from 0.5 per cent in Halifax to 2.0 per cent in St. John's.

**Food indexes** increased in all cities, mainly because of higher quotations for dairy, bakery and cereal products, beef cuts, fresh produce, processed fruit and vegetables, margarine, sugar, and food eaten away from home; prices for pork products and eggs were generally lower.

**Housing components** advanced in all cities, reflecting increased shelter costs and higher prices for furniture, floor coverings, linens, draperies, and household supplies. The **health and personal care** index rose in all cities in response to increased charges for men's haircuts and women's hairdressing, together with higher prices for pharmaceuticals and some toiletries.

**Recreation, education and reading** components advanced in all cities except Ottawa, reflecting increased magazine subscription rates, higher prices for camera film (including processing), and, in many centres, increased movie admission charges. The **tobacco and alcohol** indexes rose in eight cities because of higher beer prices. The remaining components registered mixed movements.

#### WHOLESALE, JANUARY

**The general wholesale price index (1935-39=100) rose 3.4 per cent in January** to 427.0 from 412.8 in December, and was 26.6 per cent higher than a year earlier. All eight major group indexes were higher.

The **textile products group index** rose 5.5 per cent to 412.9 from 391.5 in December because of price increases for raw cotton, cotton fabrics and miscellaneous cotton products. Higher prices for sugar and its products, and for grains, were responsible for a rise in the vegetable products group to 439.1 from December's 422.2.

The **animal products group** advanced 3.3 per cent to 495.2 from 479.6 as prices increased for furs, livestock and fresh meat. The **wood products index** rose 3.2 per cent to 532.8 from 516.1 in December. The **chemical products index** rose 2.2 per cent, non-ferrous metals 2.9 per cent, non-metallic minerals 2.6 per cent, and iron products 2.5 per cent.

# RAILWAY ARBITRATION

Four cases of arbitration were heard by the Railway Office of Arbitration. Three grievances were dismissed and one was ruled to be not arbitrable.

**Case No. 429.** Dispute between Canadian Pacific Transport Limited and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over a supervisor's exercise of seniority rights that displaced two other employees.

The supervisor had entered service in a position covered by the collective agreement on August 21, 1941. He was appointed to the position of foreman in 1970, a supervisory position that came within the bargaining unit. In June 1962 he was appointed to a position that also was considered to be a supervisory position. When he was removed from this position,

he had retained seniority rights within the bargaining unit, and his exercising of these seniority rights led to the displacement of one employee, who subsequently displaced another.

The union quoted an article of the agreement that states: "Employees who accept positions not covered by another wage agreement shall retain their seniority rights and continue to accumulate seniority in the group from which transferred for a period not exceeding six months except as may otherwise be mutually agreed ..." The union contended that on the strength of this article, the supervisor was entitled only to six months of accumulated seniority.

The company, conversely, believed that the supervisor should continue to accumulate seniority without limitation. It quoted another article of the agreement stating: "Employees who accept official or excepted positions shall retain their seniority rights and continue to accumulate seniority in the group from which appointed."

The arbitrator believed there was some doubt that the article quoted by the union was applicable to this case. He said that the supervisor was not transferred to a position in any other bargaining unit, although he was transferred to a position not covered by a collective agreement. He believed that the article cited by the company was more appropriate. The supervisor did accept a "official or excepted position," and was therefore entitled to the benefit of this article. The arbitrator concluded that the seniority list properly showed the supervisor's seniority date as August 1941, and since he was returned to the bargaining unit, he was entitled to exercise his seniority on that basis.

For these reasons, the grievance was dismissed.

**Case No. 430.** Dispute between Canadian Pacific Transport Limited and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees concerning the claim of a warehouse driver (tractor) for 4½ hours' pay at prorata rates when not called for work done by another employee on general holiday.



A P & D warehouse driver was called to work on a holiday to perform certain duties and in addition to perform duties normally performed by a warehouse driver (tractor). The union claimed the company violated the collective agreement when it did not call a warehouse driver (tractor) to perform the tractor duties; according to the company, the employee called in as a qualified tractor driver and was senior to the tractor driver who lodged the grievance.

In addition to his four hours' work as a warehouseman-driver, he worked half an hour as a tractor driver. The grievor contended that he ought to have been called to do his work.

The arbitrator said the assignment of tractor-driving duties was not proper for a warehouseman-driver, as the collective agreement does cover the assignment to an employee who is qualified to do the work in another classification. The P and D driver was not assigned duties that were unusual or displaced another worker from his job. Tractor driving was only a portion of the work that had to be done on the holiday and was properly assigned to the P and D driver. Therefore, the tractor driver was not entitled to be called in to work and had no claim for the wages. The grievance was dismissed.



**Case No. 431.** Dispute between the Algoma Central Railway and the United Transportation Union concerning the claim of a brakeman for the difference between what he earned in yard service and what he would have earned had he been allowed to follow his own job in irregular pool freight service.

A qualified conductor working as a brakeman in irregular pool freight service in a terminal was, owing to a shortage of conductors in the yard, required, as the junior available conductor, to relieve the conductor on the 12.01 a.m. to 8 a.m. shift for 10 days. He claimed for the difference between what he earned in yard service and what he

would have earned in doing his own job in irregular pool freight service. The company declined the claim, and the union contended that in so doing it had violated two articles of the collective agreement.

The first article cited by the union provided for make-up payment to an employee deprived of the opportunity to perform his regular work because of assignment to some other job. And, the arbitrator said in his award, the grievor would be entitled to the benefit of the article if he did not come within the exception referred to in another article, to which the cited article made reference. There was no doubt that it was necessary to assign a conductor to the 12.01 a.m. to 8 a.m. shift.

The question was whether it was necessary that the grievor be selected for the assignment, not whether he was liable for assignment, which he was, according to

the collective agreement. If the grievor was properly held off his regular assignment, then, since he was in fact used on a job he was held off for, he would not be entitled to payment for mileage lost. No men were available to fill the vacancy in question in accordance with the article of the collective agreement dealing with filling temporary vacancies; had it been possible to fill the vacancy in that manner, then there would have been no necessity to hold the grievor off his regular assignment. But it was not possible to fill the vacancy and the company was obliged to look further in order to meet the requirements of the service. This situation is covered by the exception permitted by the agreement, the arbitrator said, dismissing the grievance.

**Case No. 432.** Dispute between the Canadian National Railway Company and the Canadian Brotherhood of Railway, Transport and General Workers over the claim of a stores labourer for payment at the painter pay rate for the time he spent painting shipping room tables.

A stores labourer was assigned to paint shipping room tables for a total of eight hours over a three-day period for which he was compensated at his regular rate of pay. The union claimed that because the worker was performing the duties of a painter, he should receive the higher pay rate given to painters. The company denied the claim.

In dismissing the claim, the arbitrator said the work done by the employee was not difficult and had been assigned to other store labourers before this. On one of the days the employee in question was painting, he was working as a stores checker, for which he received a higher pay rate than that of stores labourer.

As a stores labourer, the employee was assigned the duties of "loading, unloading and storing materials and other related duties as assigned," a description of duties that the arbitrator said was broad enough and general enough to include tasks relating the preparation and maintenance of the work area, and could include certain limited painting work. It cannot be said that the work involved came within the classification of a painter in another collective agreement, and it was not argued that the job was a new one under the agreement. The grievance was dismissed.

**Case No. 433.** Ex parte dispute between Canadian Pacific Limited (CP Rail) and the Transportation - Communication Division of BRAC over a train dispatcher's being reduced to a permanent operator for failing to issue a slow order.

The train dispatcher had been instructed by telephone to place a slow order of 10 miles per hour on a section of defective rail. The dispatcher neglected to do so

immediately and a train passed over the location at normal track speed. The union said the discipline measures taken were too severe and the dispatcher should be returned immediately to his former position with full seniority rights; the company contended the disciplinary action was fully warranted.

The arbitrator ruled he had no jurisdiction to hear the matter on merits because it had not been referred to arbitration within the time limits imposed by the collective agreement. The grievance had been properly processed through several stages of the grievance procedure having been appealed at one step by the union to the company general manager. A decision by the general manager had been made and the company said the grievance was not referred to arbitration within the time limits contained in the collective agreement.

Although the union's request for arbitration had not been made within the time limits, the arbitrator said the union wrote the company asking to somehow stop the running of the time limit so it could obtain the results of a test conducted to determine the defect on the day in question. The company refused this request for information (which the arbitrator said he thought should have been given) and by the time the union had been informed of this and applied for arbitration, the time limits had been passed. The grievance, therefore, was not arbitrable.

# DECISIONS OF THE UMPIRE

CUB 3300

It is not in dispute that the claimant, who worked as a bookbinder, lost her employment because of a stoppage of work, and it is also not in dispute that she was pregnant at the time, the Umpire said in his decision. The only question to be determined is whether the maternity benefits otherwise payable to the claimant under Sec. 30 of the Act cannot be paid in this case because of the provisions of Sec. 44 of the Act. Section 30 (1) of the Act reads: "Notwithstanding Sec. 25 or 44 but subject to this section, benefits are payable to a major attachment claimant who proves her pregnancy, if she has had ten or more weeks of insurable employment in the twenty weeks that immediately precede the thirtieth week before her expected date of confinement; and for the purposes of this section, any weeks in respect of which the major attachment claimant has received benefits under this Act that immediately precede the thirtieth week before her expected date of confinement shall be deemed to be weeks of insurable employment."

It is clear that the only sections overridden by this subsection are Secs. 25 and 46. Sec. 30 (1) must therefore be read subject to Sec. 44, which reads:

44. (1) A claimant who has lost his employment by reason of a stoppage of work attributable to a labour dispute at the factory, workshop or other premises at which he was employed is not entitled to receive benefit until

(a) the termination of the stoppage of work,

(b) he becomes bona fide employed elsewhere in the occupation that he usually follows, or

(c) he has become regularly engaged in some other occupation, whichever event first occurs.

None of the events mentioned in (a), (b) or (c) of Sec. 44 (1) have occurred in this case. Accordingly, Sec. 44 (1) precludes this claimant from receiving maternity benefits under Sec. 30. But Sec. 54 (c) also applies to this case. It reads:

54. No person is entitled to any benefit under this Act until he proves that ...

(c) no circumstances or conditions exist that have the effect of disentitling or disqualifying him from receiving benefit.

Sec. 54 (c) applies to the facts of this case because there are circumstances that have the effect of disqualifying the claimant from receiving benefit: the strike situation and the application of Sec. 44 (1).

"The only umpire's decision having any relevance to the facts of this case of which I am aware is CUB 3188 decided by Mr. Justice G\_\_\_\_\_. I agree with that decision and, although the facts are different, the rationale applies with equal force to the facts in the case at bar." Claimant's appeal is accordingly dismissed.



# CONCILIATION

During February the Minister of Labour appointed conciliation officers to deal with the following disputes:

Cargill Grain Company Ltd., Baie Comeau, Qué. and le Syndicat national des employés de Cargill Grain Company Ltd. (CSN) (Conciliation Officer: S. T. Payne).

Delta Cable Television Ltd., Delta, B.C., and International Brotherhood of Electrical Workers, Local 213 (representing a unit of installers, technicians and supervisors) (Conciliation Officer: A. A. Franklin).

National Harbours Board, Québec City, Qué., and Public Service Alliance of Canada (representing a unit of security guards) (Conciliation Officer: J. J. de Gaspé Loranger).

Trailways (Travelways) Canada Limited, Thornhill, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of full-time bus drivers) (Conciliation Officer: H. A. Fisher).

Robin Hood Multifoods Limited, Port Colborne, Ont., and Canadian Food and Allied Workers, Local P416 (representing a unit of plant employees) (Conciliation Officer: H. A. Fisher).

Canadian Lake Carriers' Association, Montréal, Qué., (representing certain member shipping companies) and Seafarers' International Union of Canada (Conciliation Officer: G. R. Doucet).

Robert Sentineal Moving & Storage Ltd., Niagara Falls, Ont., and Teamsters Local 879 (representing a unit of drivers and helpers) (Conciliation Officer: H. A. Fisher).

Montréal City and District Savings Bank, Montréal, Qué., and Syndicat des employés de la Banque d'Épargne de la Cité et du District de Montréal (Conciliation Officer: G. R. Doucet).

Robin Hood Multifoods Limited, Port Colborne, Ont., and Canadian Food and Allied Workers, Local P416 (representing a unit of office employees) (Conciliation Officer: H. A. Fisher).

United Air Lines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers (representing a unit of employees classified as ticket sales, customer service and air freight agent) (Conciliation Officer: D. J. Cameron).

Canada Catering Co. Limited, Gander, Nfld., and Retail, Wholesale and Department Store Union, Local 1060 (representing a unit of kitchen and service employees) (Conciliation Officer: W. J. Gillies).

Canadian Freightways Limited, Calgary, Alta., and TIME-DC Inc., Burnaby, B.C., and Office and Technical Employees Union, Local 15 (Conciliation Officer: G. V. Rogers).

ne Ogilvie Flour Mills Co. Limited, Montréal, Qué., and The National Indicate of the Employees of the Ogilvie Flour Mills Co. Ltd. (representing a unit of production employees) (Conciliation Officer: J. de Gaspe Loranger).

Northland Navigation Company Limited, Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Officer: G. W. Rogers).

United Keno Hill Mines Limited, Sault Ste. Marie, Y.T., and United Steelworkers of America, Local 924 (representing a unit of production and maintenance employees) (Conciliation Officer: D. S. Tysoe).

MacCosham Van Lines Limited, Calgary, Alta., and General Teamsters Local 362 (Conciliation Officer: A. A. Franklin).

Farines Phenix Limitée, Montréal, Qué., and le Syndicat National des Employés des Farines Phenix (CSN) (representing a unit of flour mill employees) (Conciliation Officer: J. de Gaspe Loranger).

**Settlements by conciliation officers.** Canadian Overseas Telecommunication Corporation, Montréal Qué., and the Overseas Communications Union, Local 272 (LC) (Radio and Cables Department) (Conciliation Officer: J. J. de Gaspe Loranger) (LG, April, p. 304).

Chemical Cartage Company Limited, Sarnia, Ont., and Canadian Brotherhood of Railway, Transport and General Workers, Local 500A (Conciliation Officer: C. A. Ogden) (LG, March, p. 221).

Crown Moving & Storage (Operated by Donald W. Murray Movers Ltd.), Welland, Ont., and Teamsters Local 879 (Conciliation Officer: H. A. Fisher) (LG, Feb., p. 149).

Northern Wings Limited, Sept-Îles, Qué., and International Association of Machinists and Aerospace Workers (representing a unit of employees classified as stewards and crewmen) (Conciliation Officer: M. Archambault) (LG 1973, p. 560).

**Disputes in which there was no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Canadian Broadcasting Corporation and Service Employees International Union, Locals 204 and 183 (representing a unit of janitors and janitresses in Toronto and Ottawa) (Conciliation Officer: K. Hulse) (LG, March, p. 221).

**Conciliation commissioner appointments.** Channel Seven Television Limited (CKY-TV), Winnipeg, Man., and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: R. A. Gallagher, Q.C.) (LG, March, p. 221).

Transair Limited, Winnipeg, Man., and Canadian Air Line Flight Attendants' Association (Conciliation Commissioner: Dr. Arjun P. Aggarwal) (LG, March, p. 221).

Alberta Wheat Pool; Pacific Elevators Limited; United Grain Growers Limited; Burrard Terminals Limited and Saskatchewan Wheat Pool and Grain Workers' Union, Local 333, International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (Conciliation Commissioner: Dr. Neil Perry) (LG, March, p. 221).

**Conciliation commissioner settlements.** Laurentian Pilotage Authority, Montréal, Qué., and Public Service Alliance of Canada (Conciliation Commissioner: Stanley H. Hartt) (LG, March, p. 222).

**Settlement reached at conciliation commissioner stage.** Airwest Airlines Ltd., Vancouver International Airport, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers, Local 100 (settled with the mediation assistance of D. H. Cameron).

**Strike action following conciliation commissioner procedure.** National Harbours Board, Saint John, N.B., and Public Service Alliance of Canada (representing the National Harbours Board Police Association Group) (strike commenced February 18, 1974 and terminated February 22, 1974) (LG, April, p. 305).

**Conciliation board reports received.** Great Lakes Pilotage Authority Ltd., Cornwall, Ont., and the Corporation of Professional Great Lakes Pilots (representing a unit of Canadian licensed ships' pilots) (LG, March, p. 222). (Full text appears in Supplement No. 1, 1974).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B. and International Longshoremen's Association, Local 1764 (Checkers) (LG 1973, p. 771). (Full text appears in Supplement No. 1, 1974).

Air Canada and Canadian Air Line Employees' Association (representing a unit of passenger and communications agents) (LG, April, p. 305). (Full text appears in Supplement No. 1, 1974).

**Appointment of mediators under Sec. 195, Canada Labour Code (Part V—Industrial Relations).** British Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing employees in the train and engine service in the Yukon Territory) (Mediator: D. H. Cameron).

Eastern Canada Towing Limited, Halifax, N.S. (formerly MIL Tug and Salvage Ltd.) and Canadian Merchant Service Guild (Mediator: C. A. Ogden).

**Settlements reached by mediators under Sec. 195, Canada Labour Code (Part V—Industrial Relations).** Canadian National Railways (System) and Brotherhood of Locomotive Engineers (Mediator: M. K. Carson) (LG 1973, p. 622).

CP Rail (System) and Brotherhood of Locomotive Engineers (Mediator: M. K. Carson) (LG 1973, p. 62).

**Strike action following appointment of Mediator under Section 195, Canada Labour Code (Part V—Industrial Relations).** Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B., and International Longshoremen's Association, Local 273 (Mediator: R. L. Kervin) (strike commenced February 1, 1974 and terminated February 20, 1974) (LG March, p. 223).

## GENERAL TOPICS

### EMPLOYMENT, FEBRUARY

There were **9,550,000 persons in the labour force in February**, of which **9,020,000 were employed and 530,000 unemployed**; in January there were 9,010,000 employed and 520,000 unemployed.

The February seasonally adjusted unemployment rate was 5.5 per cent, the same as it had been in January, and down from the 5.9 per cent of February 1973.

The adjusted unemployment rate dropped to 9.2 per cent from 9.3 per cent in the Atlantic region, and to 7.6 per cent from 7.7 per cent in Québec. In Ontario, the rate

increased to 4.3 per cent from 4.1 per cent, and in British Columbia to 5.8 per cent from 5.5 per cent. The seasonally adjusted unemployment rate in the Prairies was unchanged at 3.0 per cent.

### CORRECTION

The Thomas O'Connor referred to in column 2, p. 134 of the February **Gazette** is not a "well-known Toronto lawyer," but is Editor and Publisher of **Canada Labour Views Reports**.

### MAY CREDITS

Photos. Studio Impact, Ottawa cover. NFB: Inside cover, p. 3. 320, 328, 352, 358, 360, 363. Canadian National: p. 321, 379. Canadian Pacific: p. 326, 329, 330, 331. Robinson Photography, Winnipeg: p. 332. Colin Price, Photo Features, Ottawa: p. 345, 346. Murr Moshier, Photo Features, Ottawa: 348, 349, 350. Stanley Studio, Montréal: p. 351. Studio v. dudlong, Ottawa: p. 353. Murr MacGowan Photographer, Ottawa: p. 354.



# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended February 16, 1974	February, 1974	9306	+ 0.2	+ 4.1
Employed.....	"	8671	+ 0.3	+ 4.7
Agriculture .....	"	400	+ 3.6	+ 1.5
Non-agriculture .....	"	8270	+ 0.1	+ 4.8
Paid workers .....	"	7715	+ 0.1	+ 4.9
At work 35 hours or more .....	"	6834	—	+ 4.3
At work less than 35 hours.....	"	1470	—	+ 6.4
Employed but not at work.....	"	366	+ 6.4	+ 4.3
Unemployed.....	"	635	— 0.3	— 3.1
Atlantic .....	"	95	+ 1.1	+ 9.2
Québec .....	"	233	— 2.9	— 0.9
Ontario .....	"	183	+ 5.8	+ 7.0
Prairie .....	"	58	— 3.3	— 28.4
British Columbia .....	"	66	— 5.7	— 18.5
Without work and seeking work.....	"	584	— 1.7	— 3.6
On temporary layoff up to 30 days.....	"	51	+ 18.6	+ 4.1
INDUSTRIAL EMPLOYMENT (1961 = 100)† .....	November	142.2	— 0.4	+ 0.6
Manufacturing employment (1961 = 100)† .....	"	132.1	— 1.1	+ 5.0
MIGRATION .....				
Destined to the labour force.....	1st 9 mos. 1973	119,890	—	—
		60,892	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts .....	January	99	+ 16.5	+ 4.2
No. of workers involved .....	"	24,550	— 60.6	+ 43.2
Duration in man days .....	"	285,020	— 8.6	+ 63.0
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)† .....	November	165.09	— 0.2	+ 7.2
Average hourly earnings (mfg.)† .....	"	3.96	— 0.5	+ 8.7
Average weekly hours paid† .....	"	40.0	—	— 1.2
Consumer price index (1961 = 100).....	February	159.2	+ 1.0	+ 9.6
Index numbers of weekly wages in 1961 dollars (1961 = 100)† ..	November	135.9	+ 0.9	+ 12.9
Total labour income (millions of dollars)† .....	January	5,569.0	+ 0.9	+ 12.9
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	January	219.1	+ 0.9	+ 5.8
Manufacturing .....	"	217.5	+ 2.2	+ 6.2
Durables .....	"	255.3	+ 3.1	+ 6.0
Non-durables .....	"	187.6	+ 1.1	+ 6.4
RESIDENTIAL CONSTRUCTION**				
Starts .....	January	13,506	—	+ 20.7
Completions .....	"	16,973	—	+ 5.9
Under construction .....	"	171,085	—	+ 8.1

\* Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

† Advance data. ‡ Preliminary.

§ Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS, 1969-1973

Strikes and Lockouts in Existence During Month or Year

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days		Per Cent Estimate Working Time Lost
				Man-Days		
1969.....	566	595	306,799	7,751,880		0.1
1970.....	503	542	261,706	6,539,560		0.1
1971.....	547	569	239,631	2,866,590		0.1
1972.....	556	598	706,474	7,753,530		0.1
*1973.....	666	712	349,866	5,705,090		0.1
† 1973: January.....	49	95	17,142	174,900		0.1
February.....	43	91	17,113	167,300		0.1
March.....	55	103	22,603	227,090		0.1
April.....	66	116	23,986	236,520		0.1
May.....	75	139	43,327	523,920		0.1
June.....	63	139	51,372	679,210		0.1
July.....	65	137	74,456	583,940		0.1
August.....	83	167	106,542	1,246,570		0.1
September.....	57	164	112,137	699,660		0.1
October.....	51	144	45,391	491,390		0.1
November.....	40	112	46,177	362,450		0.1
December.....	19	85	62,315	312,140		0.1
* 1974: January.....	46	99	24,550	285,020		0.1

\*Preliminary. †Revised.

## STRIKES AND LOCKOUTS, JANUARY, 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry.....	2	2	1,090	12,420
Mines.....	6	8	3,672	36,320
Manufacturing.....	21	53	11,294	163,740
Construction.....	3	6	526	6,900
Transpn. & utilities.....	7	9	5,457	25,410
Trade.....	1	6	191	3,980
Finance.....	—	—	—	—
Service.....	4	11	1,471	26,040
Public Administration.....	2	4	849	10,210
ALL INDUSTRIES.....	46	99	24,550	285,020

## STRIKES AND LOCKOUTS, JANUARY, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland.....	1	1	800	16,000
Prince Edward Island.....	—	—	—	—
Nova Scotia.....	3	4	603	6,900
New Brunswick.....	2	3	768	2,500
Quebec.....	15	34	8,281	98,500
Ontario.....	13	26	4,141	60,300
Manitoba.....	—	4	1,028	22,700
Saskatchewan.....	3	3	3,325	13,100
Alberta.....	—	2	703	9,200
British Columbia.....	6	19	4,528	54,700
Federal.....	3	3	373	8,000
ALL JURISDICTIONS.....	46	99	24,550	285,020

# RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY 1974 (PRELIMINARY)

Industry			Duration in Man-Days	Starting Date		
Employer		Workers Involved	January	Accu- mulated	Termination Date	Major Issues Result
Location	Union					
<b>Forestry</b>						
La Cie Price Ltée, Chicoutimi area, Qué.	Woodworkers Federation (Ind.)	900	9,000	9,000	Jan. 7 Jan. 21	Wages—Agreement reached.
Tahsis Co. Ltd., Gold River, B.C.	Woodworkers Loc. 185 (AFL-CIO/CLC)	190	3,420	3,420	Jan. 8 —	Grievance—
<b>Mines</b>						
<b>IRON-ORE</b>						
Craigmont Mines Ltd., Merritt, B.C.	Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	8,180	34,960	Sep. 16 —	Wages, working conditions, job security—
Giant Mascot Mines, Hope, B.C.	Steelworkers Loc. 946 (AFL-CIO/CLC)	150	3,300	12,450	Oct. 1 —	Safety conditions—
*Anvil Mines, Faro, Yukon Territory.	Steelworkers Loc. 1051 (AFL-CIO/CLC)	300	450	450	Jan. 9 Jan. 11	Discipline and safety for workers—Injunction-back-to-work.
Utah Mines, Port Hardy, B.C.	International Operating Engineers Loc. 115C (AFL-CIO/CLC)	750	5,360	5,360	Jan. 14 Jan. 25	Wages and fringe benefits— Settlement reached.
<b>IRON-ORE</b>						
Fording Coal Ltd. (Cominco Ltd.), Elkford, B.C.	Steelworkers Loc. 7884 (AFL-CIO/CLC)	600	13,200	13,200	Jan. 1 —	Wages, hours, working condi- tions—
Kaiser Resources Ltd., Sparwood, B.C.	Mine Workers Loc. 7292 (CLC)	1,300	4,550	4,550	Jan. 8 Jan. 12	Wages and other—Increase of 28% over 2 years; underground premium of 35¢/hr.; improved fringe benefits.
<b>POTASH</b>						
Potash Co. of America, Saskatoon, Sask.	Steelworkers Loc. 189 (AFL-CIO/CLC)	125	130	130	Jan. 14 Jan. 15	Protest against suspension of two workers for refusing overtime— Agreement between company and union to review wage schedule.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY 1974 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days	Starting Date		Major Issues
Employer		Workers Involved	January	Accu- mulated	Termination Date	Result
Location	Union					
<b>Manufacturing</b>						
<b>FOOD AND BEVERAGES</b>						
Dare Food (Biscuit Division) Ltd., Kitchener, Ont.	Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	7,980	159,370	May 26/72 Jan. 31	Wages, hours—Agreement reached.
<b>RUBBER</b>						
Firestone Tire & Rubber, Joliette, Que.	Rubber Workers Loc. 790 (AFL-CIO/CLC)	300	2,700	61,500	Mar. 22 Jan. 14	Delayed negotiations in a new contract—Wage increase of 70¢ an hr. in 1st year, 26¢ an hr. in 2nd and 3rd years; other improvements in benefits.
Les Caoutchoucs Acton Ltée, Acton Vale, Qué.	CLC Directly Chartered	396	790	38,790	Aug. 13 Jan. 4	Failed to reach agreement—employees locked out after slowdown—Not reported.
Goodyear Tire and Rubber Co. of Canada, Collingwood, Ont.	Rubber Workers Loc. 834 (AFL-CIO/CLC)	260	4,420	4,420	Jan. 3	Wages—Not reported.
<b>WOOD</b>						
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,400	69,600	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—
Weyerhaeuser (Ont.) Ltd., Sault Ste Marie, Ont.	Woodworkers Loc. 2-1000 (AFL-CIO/CLC)	355	7,810	12,780	Dec. 8 —	Wages and vacation benefits—
<b>PAPER</b>						
Scott Maritime Pulp Ltd., Pictou, N.S.	United Paperworkers Loc. 440 (AFL-CIO/CLC)	240	5,310	11,650	Nov. 23 —	Wages—
St. Anne Nackawic Pulp & Paper Co. Ltd., Nackawic, N.B.	United Paperworkers Loc. 219 (AFL-CIO/CLC)	375	1,340	1,340	Jan. 22 Jan. 28	Union not in agreement with following the contract grievance procedure—Return of worker's grievance to be discussed.
St. Anne Nackawic Pulp & Paper Co. Ltd., Nackawic, N.B.	United Paperworkers Loc. 219 (AFL-CIO/CLC)	375	750	750	Jan. 30 —	Union not in agreement with following the contract grievance procedure—

# RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY 1974 (PRELIMINARY) (CONT.)

Industry		Duration in Man-Days		Starting Date		Major Issues
Employer		Workers Involved	January	Accu- mulated	Termination Date	
Location	Union					Result
PRINTING & PUBLISHING						
The Brown Brothers Ltd., Toronto, Ont.	Graphic Arts International Union Loc. 28B (AFL-CIO/CLC)	106	2,070	2,070	Jan. 4 —	Wages, fringe benefits, review of classification and shorter work week—
Montreal Star, Montreal, Que.	Six unions	350	350	350	Jan. 16 Jan. 16	Wages, holidays and overtime— Return to work.
PRIMARY METALS						
Grinnell Co. of Canada, Toronto, Ont.	Steelworkers Loc. 2835 (AFL-CIO/CLC)	220	4,840	10,340	Nov. 23 —	Not reported—
Doehler Canada, Guelph, Ont.	U.E., Loc. 553 (CLC)	144	1,300	1,300	Jan. 20 —	Wages, term of contract—
METAL FABRICATING						
Greening-Donald Ltd., Orangeville, Ont.	Steelworkers Loc. 6266 (AFL-CIO/CLC)	100	2,200	6,200	Nov. 2 —	Not reported—
Robb Engineering Ltd., Amherst, N.S.	Steelworkers Loc. 4122 (AFL-CIO/CLC)	275	550	550	Jan. 28 Jan. 30	Protest suspension of union employee—Return of workers.
MACHINERY						
Hobart Mfg. Co. Ltd., Owen Sound, Ont.	Machinists Loc. 386 (AFL-CIO/CLC)	150	300	21,300	June 11 Jan. 4	Wages, fringe benefits—Average increase from \$3.38 to \$3.72 per hour in two year contract.
TRANSPORTATION EQUIPMENT						
Hayes Trucks Ltd., Vancouver, B.C.	Steelworkers Loc. 3253 (AFL-CIO/CLC)	417	1,250	17,930	Nov. 1 Jan. 7	Wages, hours and fringe benefits—Agreement reached; 22% to 29% wage increase in 23- month contract.
Motor Coach Industries, Fort Gary, Man.	Machinists Loc. 1953 (AFL-CIO/CLC)	850	18,820	49,180	Nov. 11 —	Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY 1974 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days	Starting Date		Major Issues
Employer		Workers Involved	January	Accu- mulated	Termination Date	
Location	Union					Result
AIMCO Industries Ltd., St. Catharines, Ont.	Auto Workers Loc. 199 (CLC)	140	3,080	5,040	Dec. 10 —	Cost of living clause—
United Aircraft of Canada Ltd., Longueuil, Que.	Auto Workers Loc. 510 (CLC)	2,600	49,400	49,400	Jan. 7 —	Against company's refusal to reinstate 21 suspended worker wages—
Kralinator Filters, Div. of Sheller- Globe of Canada Ltd., Cambridge, Ont.	Steelworkers Loc. 4605 (AFL-CIO/CLC)	357	6,010	6,010	Jan. 8 Jan. 31	Wages and fringe benefits; Agreement reached through mediation.
Blackstone Industrial Products, Stratford, Ont.	Auto Workers Loc. 1132 (CLC)	392	1,180	1,180	Jan. 16 Jan. 21	Wages and fringe benefits; Settlement reached.
ELECTRICAL PRODUCTS						
Great Lakes Carbon, Berthierville, Que.	Metallurgists' Miners' and Chemical Workers' Federation (CNTU)	190	4,180	21,660	Aug. 19 —	Working conditions—
Westinghouse Canada Ltd., Saint-Jean, Que.	U.E. Loc. 560 (CLC)	272	5,980	12,510	Nov. 26 —	Wages, job evaluation and other provisions—
ITT, Guelph, Ont.	Steelworkers Loc. 6340 (AFL-CIO/CLC)	350	7,350	7,350	Jan. 3 —	Wages—
Fabrics Mfg. Ltd., Trenton, Ont.	U.E. Loc. 554 (CLC)	109	440	440	Jan. 28 —	Wages—
Compagnie Transfor- mateurs Philips, Saint-Jérôme, Que.	Steelworkers Loc. 7812 (AFL-CIO/CLC)	177	530	530	Jan. 29 —	Term of contract, wages, and other items—



# RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY 1974 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	January	Accu- mulated	Termination Date	Major Issues Result
Location	Union					
<b>Construction</b>						
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	5,500	18,500	Oct. 17 —	Not reported—
V. K. Mason, London, Ont.	Various unions, Provincial Construction Trades Council	208	210	210	Jan. 22 Jan. 23	Grievance over unsafe working conditions—Site inspected by Ontario Dept. of Labour.

## TRANSPORTATION AND UTILITIES

### TRANSPORTATION

Montreal Urban Community Transit Commission, Montreal, Que.	Public Service Employees Federation (CNTU)	1,200	4,800	4,800	Jan. 4 Jan. 9	Clause in agreement—Return to work.
Montreal Urban Community Transit Commission, Montreal, Que.	Federation of Public Service Employees (CNTU)	160	210	210	Jan. 7 Jan. 9	Protesting 3-day suspension of an electrician—Injunction ordered and to end strike.

### COMMUNICATION

Radio-Quebec, Montreal, Que.	Service Employees Federation (CNTU)	143	3,060	14,400	Sep. 12 Jan. 30	Wages, schedule and other matters—Increase of 8.5% a year in 3-yr. contract and other benefits.
Saskatchewan Telecommunications, Various locations, Sask.	Communications Workers of Canada (CLC)	2,200	11,000	11,000	Jan. 23 Jan. 30	Wages and voluntary over- time—Not reported.

### POWER, GAS AND WATER

Gaz Métropolitain Inc., Montreal, Que.	Public Service Employees Federation (CNTU)	648	3,240	3,240	Jan. 8 Jan. 15	Wages and contracting out— Overall increase of \$1.00 an hr. in a 2-yr. contract.
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# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY 1974 (PRELIMINARY) (CONCL'D)

Industry			Duration in Man-Days	Starting Date		Major Issues
Employer		Workers Involved	January	Accu- mulated	Termination Date	Result
Location	Union					
Saskatchewan Power Corporation, Various locations, Sask.	I.B.E.W. Loc. 2067 (AFL-CIO/CLC)	1,000	2,000	2,000	Jan. 14 Jan. 16	Wages, fringe benefits, slowing in negotiations — Agreement reached.
<b>Services</b>						
<b>EDUCATION</b>						
Memorial University & Other Employers in Newfoundland, St. John's and other locations, Nfld.	Sheet Metal Workers Loc. 512 (AFL-CIO/CLC)	800	16,000	16,000	Jan. 4 —	Wages and fringe benefits—
Metropolitan Separate School Board, Toronto, Ont.	Public Employees Loc. 1328 (CLC)	300	2,700	2,700	Jan. 21 —	Wages and fringe benefits—
<b>MISCELLANEOUS SERVICES</b>						
Mortifee Munshaw Ltd., Vancouver, B.C.	Teamsters Loc. 351 (Ind.)	170	3,740	3,740	Jan. 2 —	Not reported—
<b>Public administration</b>						
<b>LOCAL ADMINISTRATION</b>						
City of Edmonton, Edmonton, Alta.	Amalgamated Transit Workers Loc. 569 (AFL-CIO/CLC)	682	8,770	24,850	Nov. 29 Jan. 19	Wages, hours, application of increments and term of contract—Agreement reached.
City of Point-Claire, Que., Ville de Pointe- Claire, Qué. Pointe-Claire, Que.	Public Service Employees Federation (CNTU)	100	300	300	Jan. 29 —	Wages—

\*Federal Jurisdiction

# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

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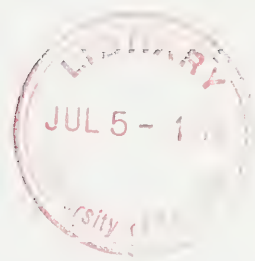
# THE LABOUR GAZETTE





"Millions of migrant workers around the world have to struggle with all sorts of abuse and discrimination ... They frequently accept their lot in the hope that their children will have a more rewarding life." See: The Sweatshop Legacy.





# THE LABOUR GAZETTE

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**Labour  
Canada**

**Travail  
Canada**

# NEWS BRIEFS

## PAY INCREASE ADVANCED

About 18,000 production workers of the Steel Company of Canada were given some **help in the fight against inflation** when the company advanced to April 1 a 15-cent-an-hour pay increase not due to be paid until August 1.

The workers, members of the United Steelworkers of America employed in Stelco operations across Canada, received about \$6 a

week extra, retroactive to April 1. The 15 cents an hour was the regular raise negotiated between Stelco and the Steelworkers in their 1972 contract. On August 1, the workers will receive another \$6 a week raise not covered in that contract; it is classed as a cost of living increase and will apply only to straight time hours.

Shortly after Stelco announced the pay increases, Dominion Foundries and Steel Limited, which has no

union, also announced a wage increase of 15 cents an hour effective April 1.

James Coffey, President of Steelworkers Local 1005 at the Stelco Hamilton Works operation in Hamilton, said the pay increase was the result of union-management discussions that had started before last Christmas. Stelco rejected the idea at that time, but further meetings in January and afterward led to the advanced increases.

About a week following the Stelco and Dofasco announcements, two other major corporations, Algonquin Steel and Westinghouse, said they will give more than 11,300 employees cost of living and wage benefits on top of the negotiated pay increases in the workers' current contracts.

Algoma's wage increase for 8,000 employees—6,500 of them Steelworkers—is 15 cents an hour retroactive to April 1, four months ahead of the scheduled implementation date. In addition, Algoma workers will receive a cost of living bonus.

A general increase of 16 cents an hour for 3,300 Westinghouse workers was raised to 24 cents, and the cost of living bonus, due to be implemented in August, will be doubled to 16 cents.

Other companies that have given their workers retroactive cost of living allowance increases of varying amounts include Rio Algonquin Mines, International Nickel Company of Canada, Falconbridge Nickel Mines, Lake Ontario Steel and the British Columbia pulp and paper industry.



NFB

## ESCALATOR CLAUSES SOUGHT

Québec's three major labour federations have formed a common front to help the 500,000 workers they represent receive protection from inflation through mid-contract wage increases or the inclusion of cost of living escalator clauses in renegotiated agreements.

About 450 delegates from the Confederation of National Trade Unions (CNTU), the Québec Federation of Labour (QFL), and the Québec Teachers Corporation (QTC) met in Québec City in late March to discuss what action is needed to combat the high cost of living.

There was no consensus as to how the federations can have collective agreements reopened, but a joint committee was established to co-ordinate localized efforts in the anti-inflation campaign. A CNTU resolution calling for a one-day general strike—which would have been held on May 1—was not adopted, but QFL representatives did not rule out the possibility of such a strike if it became necessary.

The March meeting was the federations' first major show of solidarity since 1972, when they joined forces to help Québec public employees negotiate contracts with the Government. That common front ended in an 11-day general strike by the public servants; when Marcel Pepin of the CNTU, Louis Laberge of the QFL and Yvon Charbonneau of the QTC urged hospital workers to ignore a pack-to-work injunction and stay out on strike, they were sent to jail or contempt of court.

While Québec workers are fighting for escalator clauses, workers in other provinces, albeit a small minority, are having them written into new contracts or are including them in renegotiated contracts. After six weeks of wildcat strikes,

the Brunswick Mining and Smelting Corporation of Bathurst, New Brunswick, renegotiated the pay of 1,000 workers. Some 4,000 Metropolitan Toronto and City of Toronto workers rejected an initial wage increase of 20 per cent over two years because there was no provision for a cost of living allowance; the workers now have their protection. The United Automobile, Aerospace and Agricultural Implement Workers of America successfully negotiated cost of living clauses in contracts with General Motors, Ford and Chrysler (LG, Feb., p. 92).

But these examples are the exception rather than the rule. A survey of 1,675 collective agreements signed in Ontario has disclosed only 112 cost of living clauses; 150 of 780 agreements covering 500 or more workers regardless of province contain such provisions. Although escalator clauses may become standard in future contracts, few workers today enjoy the protection they offer.

## STATUS OF WOMEN COUNCIL

The 11 members of a newly-established advisory council on the status of women in Saskatchewan will include two men. Appointed to work with Chairperson Margaret Harris of Saskatoon are Agnes Davidson, Mabel Fleming, Ken Haggerd, and Nadine Hunt of Regina; Violet Hogg, Marian Wedge and John Stratychuk of Saskatoon; Dixie Green of Swift Current; Jean Seggie of Holbein; and Elaine Zimmer of Muenster.

The council will examine the Report of the Royal Commission on the Status of Women as it applies to Saskatchewan and will encourage discussion on its recommendations.



Mansbridge

## CANADA ASSISTS ILO

S. H. Mansbridge, Assistant Deputy Minister (Administration) of the Department of Health and Welfare, left Ottawa in March for a nine-month assignment with the International Labour Office in Geneva.

Mansbridge will be co-ordinating a steering committee preparing a report on ILO's management and personnel questions. The report will be given to ILO Director-General Francis Blanchard for presentation to the organization's 12-member governing body, of which Canada is a member.

## MINIMUM WAGE INCREASE

Saskatchewan's minimum wage will increase to \$2.25 an hour from the current \$2.00 effective July 2, according to the recommendations of the Saskatchewan Minimum Wage Board. In making the announcement of the higher minimum wage, Labour Minister Gordon Snyder said the increase is necessary because of escalating prices.



## BUDGETS HELP LOW EARNERS

Recent budgets brought down in Ontario and Québec contained **good news for residents of those provinces who can least afford the current inflation spiral: pensioners, handicapped persons and low-income earners.**

In **Ontario**, blind, disabled persons on social assistance and old age pensioners will receive the highest guaranteed annual income in the country—\$2,600 for singles and \$5,200 for couples—effective July 1. The income supplement program, called the Guaranteed Annual Income System (GAINS), will provide single blind or disabled persons, and pensioners 65 and over with a monthly income of \$216.67. Married couples will be guaranteed \$433.33. The Ontario Government through GAINS will make up the difference between these amounts and the income the singles or couples receive from most outside sources, from social assistance or from the federal old age security and guaranteed income supplements.

The maximum GAINS payment to a single pensioner with no outside income will be \$25.61, based on the July 1 old age security payment of \$112.29 and the guaranteed income supplement of \$78.77. Couples with no outside income will receive a maximum GAINS payment of \$68.84, which will boost the federal security program and guaranteed income supplement payments of \$364.49 to the monthly minimum of \$433.33. A similar couple with \$100 in outside income will receive a monthly GAINS payment of \$18.84 and federal payments of \$314.49, for an identical total of \$433.33.

It is estimated 310,000 will benefit from GAINS, including 31,000 blind

and disabled persons on social assistance. Of the 270,000 pensioners to receive GAINS cheques, about 120,000 will receive the maximum payments.

Also included in the Ontario budget was a provision for the province to pay drug costs for more than 640,000 persons receiving federal income supplements, family benefits and welfare payments. This program will commence September 1.

**Québec's** recent budget, the fifth successive one without a tax increase, reduced the taxes of low-income earners, the aged and the handicapped.

The budget expanded several tax breaks that had been introduced in previous budgets, offering approximately 150,000 low-income earners an average tax saving of \$120. Budget highlights: the tax-exempt bracket was raised \$100 to \$2,600 for single taxpayers and \$200 to \$5,200 for married ones; the exemption for aged, chronically ill, or handicapped persons was raised to \$1,000 from \$650; and the exemption allowable for the income of a taxpayer's spouse was doubled to \$500. For other individuals and corporations, the tax picture remained unchanged.

## LABOUR vs. DISCRIMINATION

Labour unions, pressure groups and community organizations must **lead the fight against discrimination** in society, the head of the British Columbia Human Rights Commission told delegates at a Labour Institute on Human Rights meeting.

Kathleen Ruff said that racial discrimination exists in Canada and unions should show leadership in correcting this by assisting immigrants and minority groups to protect their rights by organizing.

Employers must review hiring procedures, pay scales and promotion practices, and they should institute more training and apprenticeship programs for ethnic workers, she asserted. Canadian society should be integrated, with equal opportunities for all in education, employment and decision-making.

## MERGER ENDS UNION

**The Cigar Makers International Union of America** ended its 110-year history in March when convention delegates **voted to merge with the Retail, Wholesale and Department Store Union**. Founded in 1864 but formed from local unions going back 20 years before that, the Cigar Makers pioneered some of the greatest causes of American unionism. Yet its passing appears to have gone almost unnoticed and unmourned. There was reportedly no press or broadcast coverage of the merger convention where 21 delegates representing only 2,500 members of a union that once had 70,000 members voted unanimously for the merger.

It was on June 21, 1864 that delegates from several eastern U.S. cities met in New York and formed the Cigar Makers National Union. With the affiliation of Canadian cigar makers, the name was changed in 1867 to Cigar Makers International Union. In the year that followed, the union fought against convict and child labour and joined the struggle for the shorter workday and sanitary working conditions. It developed the first union label and gave Sam Gompers to the labour movement. Gompers was an officer of the Cigar Makers before going on to organize the American Federation of Labor in 1886, remaining its president almost continuously until his death in 1924. Marián Azpeitia was the Cigar Makers' last president, having been at its helm since 1948.

# INTERNATIONAL ROUNDUP

## BOYCOTT ENDORSED

The 13-million member American Federation of Labor-Congress of Industrial Organizations (AFL-CIO) has officially endorsed a nationwide boycott of California lettuce and table grapes to aid the United Farm Workers of America in its decade-long struggle with California growers. The boycott is to last until the growers recognize Cesar Chavez's UFW as the legitimate bargaining representative of the farm workers.

AFL-CIO President George Meany has urged all Americans to rally behind the UFW in its fight for certification. Several union organizations in Canada, including CUPE, the QFL, the BCFL and the OFL, are also backing the UFW's boycott of California grapes and lettuce.

## WORKMEN'S COMPENSATION

Organized labour in the U.S. is lobbying aggressively in Congress this year for federalization of state-controlled workmen's compensation, and the demand is likely to generate a head-on clash

between union and business influence on Capitol Hill, according to **U.S. News and World Report**. The magazine quotes the AFL-CIO's chief lobbyist, Andrew J. Biemiller, as saying: "We're going to push like hell on it. It will primarily be us against [the U.S. Chamber of Commerce.]"

Although the 13-million member AFL-CIO has other important legislative objectives in Congress, these are likely to be overshadowed by the workmen's compensation issue. A special study commission set up under the Occupational Safety and Health Act concluded that the federal Government should set minimum standards because there are wide variations in practices, state to state. The proposed legislation for which labour is lobbying vigorously would provide universal coverage to all workers who suffer an injury or illness as a result of employment, eliminate fixed rates for benefits, end ceilings on medical benefits, and periodically adjust benefit levels to protect disabled workers against inflation.

The proposals have come under heavy fire from the Chamber of Commerce, which reportedly said that the issue is "whether there

should be sweeping federal intervention and control over still another state program." The Chamber warned that the proposal would impose "far reaching" and "extremely costly" controls that were "definitely unnecessary," said **U.S. News and World Report**. The National Commission on State Workmen's Compensation Laws, has told Congress, however, that federalization of the program is needed because of the inadequacy of most state laws.

In other legislative areas, the AFL-CIO is hoping to whip up Congressional support for **two other major issues: foreign trade restrictions and extended unemployment insurance coverage**. "Labour believes that the furor over oil industry prices and profits will lay the groundwork for revival of overseas trade restrictions proposed in the Burke-Hartke trade legislation but opposed by the Nixon Administration," observed **U.S. News and World Report**. In other words, labour wants the U.S. Government to protect American jobs by discouraging further overseas investment. Repeal of the foreign tax credits is at the core of the Burke-Hartke protectionist proposals. Labour hopes also to win approval of extended unemployment benefits for all workers laid off as a result of the energy crisis. In addition, it is asking for an increase in the minimum wage.

## EDICT FOR DRESS

**Industrial Relations Europe** reported in its March number that employers in Belgium will be compelled by royal edict to furnish some 1,700,000 employees with clothing and uniforms "appropriate to the performance of their jobs or professions." Not only furnish the attire but attend to its care, upkeep and cleanliness! For their part, "employees must wear the garments provided." Effective date is January 1, 1975.

## ABSENTEEISM SURVEY

**The average American worker is absent from work nine days a year,** a recent survey on job absenteeism in the U.S. revealed. The survey, which covered 931 industrial and commercial firms throughout the country, was conducted by the editorial staff of the publishing firm Prentice-Hall, in co-operation with the American Society for Personnel Administration.

Manufacturing firms reported the highest average rate of absenteeism—10½ workdays annually per employee. Research and development firms, retail stores and hospitals had annual rates of nine to 10 days per employee, compared with eight to nine days for insurance companies and other offices, 6.9 days for public utilities, and 6.7 days for banks.

Employee illness and personal problems were the principal reasons for absence in all categories. Alcoholism and drug abuse were the least common. Other reasons included commuting problems, poor supervision, and an "irresponsible attitude towards work," which the study defined as a "deterioration in the work ethic."

## MARRIAGE vs. JOBS

A growing number of **Egyptian women are giving up their jobs to get married**, according to a recent survey by Egypt's Social Research Institute. The study found that during the past four years, 15,000 women in a female workforce of half a million quit their jobs as soon as they were certain that they were getting married.

"The most serious thing is that the women do this freely despite the long and difficult struggle they have waged to win equality with

men in the workforce," Abdel Halim el Kadi, head of the institute, was reported as saying. "The importance of marriage is repeatedly stressed as girls grow up in Egypt," he explained. "Some are prepared to sacrifice a job to get termination pay and thus help a future husband to furnish their home." Under government law, when Egyptian employees leave their jobs, they receive half a month's pay for every year of the first five years of their employment and a month's salary for every additional year.

The institute suggested that **the Government should establish a fund from which female workers could draw marriage loans** to help furnish their homes so that they could continue working. It recommended also that women be paid the same wages as men doing the same work, and that day care centres for children be established. But the report conceded that the greatest obstacle to women working is the insistence by many Egyptian men that their wives quit their jobs upon marriage because a wife who makes money might give the impression that her husband is not a good provider.

Feminist Dr. Nawal el Saawy says the importance of work for women is still not understood by Egyptian men. "They reluctantly accept the working wife so that she can help raise the economic standard of the family, but men don't understand that women need a job to feel independent and useful. Women want to contribute to society as employed workers, not only as housewives and mothers."

In another development, Egypt's President Anwar Sadat recently appointed his **first female cabinet minister, and Egypt's first women judges** were named this year.

## SABBATICALS POPULAR

There appears to be **growing U.S. interest in sabbatical leave** as a new form of worker benefit. A recent Conference Board survey of 272 companies found that 45 per cent have some kind of formal or informal policy on sabbaticals. And most of the sabbaticals, which range from six to 12 months, leave an employee free to enroll as a full-time student, work for the Government or participate in a social service activity. IBM, for example, gave sabbaticals to nearly 3,000 employees last year, and Xerox's social service leave program sent 40 employees to various causes in its first two years. IBM looks upon its sabbaticals as a "personal development" program. The benefits of the educational and government programs are direct and obvious, a company spokesman was reported as saying. "The employee comes back self-renewed, happier and with broader experience."

Compensation policies of firms granting sabbaticals vary, depending on the kind of leave. **Dun's Magazine** said in its March number that executives in government programs are paid by the Government, although they often retain certain company benefits. Those on social service leave usually get full salary and benefits; those on educational leave may receive the cost of tuition, but have their salary cut back.

## CONTRACTS SAID IMMUTABLE

In France, **workers affected by a merger or takeover are now protected by law.** France's Highest Court of Appeal (Cour de Cassation) decreed recently that when a merger or takeover occurs, all terms of a collective agreement remain in force no matter who follows in the employer's role. In other words, work contracts are both immutable and transferable.



## UNIONS GROWING

Strikes by municipal workers and teachers, unheard of a few years ago, are becoming a widespread threat in the U.S. as unions of public employees gain strength," **U.S. News and World Report** noted in April. Since 1960, the number of American public service employees in unions has more than doubled, the magazine observed. At latest count, nearly 20 per cent of all government employees belonged to unions as compared with 12.8 per cent in 1960. According to U.S. Department of Labor estimates, the number of union members in the public sector had risen to 2,461,000 at the end of 1972. An additional 1,053,000 government workers belong to associations that, although not considered unions, bargain on behalf of their members.

The growth of membership in public service unions and associations—in comparison with the total number of such employees—has been faster than in the private sector," said **U.S. News and World Report**. A study by the Brookings Institute, a private research organization, was quoted by the magazine as saying: "In less than a decade of intensive organizational activity, unions and associations in the public sector have succeeded in organizing a higher proportion of employees than have been organized in the private sector in 35 years of protection and encouragement under the National Labour Relations Act. Approximately one fourth of all private-sector wage and salary workers belong to labour unions. By comparison, one half of all federal employees were union members in 1968, and an even higher proportion of the nation's schoolteachers belonged either to the National Education Association or the American Federation of Teachers."

The largest of the public sector unions—the State, County and Municipal Employees—with some 650,000 members claims to be the fastest growing of the AFL-CIO affiliates. In Canada, the fastest growing union is apparently the Canadian Union of Public Employees, which claims to be attracting 1,000 new members a month.

Most of the U.S. unions in the public sector favour the enactment of a federal law to establish, on a national basis, the right of all government employees to bargain collectively, said **U.S. News and World Report**. Some states do not have laws covering negotiations between unions and public service units, and pressure is being exerted in some state legislatures to extend bargaining rights to these units. The pressure for bargaining rights for public workers is also being felt in Congress, the magazine reports. "This is one of the measures the labour movement expects to win if it succeeds in its 1974 goal of enlarging the 'liberal' voting bloc in the November elections."

■ In West Germany, unionized public servants outnumber other union members. 1972 figures show that 73.4 per cent of public service employees are organized, whereas only 42.7 per cent of blue-collar workers and 21.2 per cent of white-collar employees in the private sector are organized.

## INTER-UNION CO-OPERATION

**Greater co-operation and even outright amalgamation** appears to have been the topic of conversation among the major international trade union organizations in recent months.

Towards the end of January the Executive Committee of the European Trade Union Confederation (ETUC) voted to admit into

membership affiliate members of the European Organization of the World Confederation of Labour (EO-WCL). ETUC, which was established last year basically in response to the expanded European Common Market, is composed primarily of affiliates of the WCL's rival international trade union organization, the International Confederation of Free Trade Unions (ICFTU).

To date, ETUC has admitted into membership WCL affiliates from Belgium, Finland, France, Luxembourg, the Netherlands and Switzerland. With the recent additions of the Irish Congress of Trade Unions and the Solidarity of Basque Workers from Spain, ETUC now has 33 million members from 16 countries.

Relations between the ICFTU and the WCL became even closer following a recent meeting in Geneva of their executive committees. Delegates agreed to propose to their respective parent bodies the establishment of a joint working committee to study the means of attaining greater co-operation and a possible merger between the two organizations.

The ICFTU-WCL détente might be viewed against the background of a significant meeting between East-West European trade union bodies. National trade union leaders from Western countries and representatives of the (Communist) World Federation of Trade Unions (WFTU) met for the first time in 25 years in Geneva following a recent European Region ILO Conference.

The communiqué issued by the meeting spoke of an "extension of mutual consultations and exchanges of opinions and experiences" and suggested the holding of an all-European trade union conference on the harmonization of the work place toward the end of 1974.

# Treatment of Immigrants

## THE SWEATSHOP LEGACY: STILL WITH US IN 1974

by GEORGE SANDERSON

"Things are OK now, but the first few years were very frustrating: we suffered a lot," recalls Gabrielle Bianchi, who came to Canada 19 years ago with her parents at the age of five.

"Both my parents had good jobs in Europe. My father was a qualified technician; my mother, who had graduated from university, was employed as a teacher. But we spent our first months in Canada picking tomatoes and tobacco in Ontario. **We couldn't speak much English, and no one would recognize my parents' qualifications.**

"We knew other immigrants who had similar problems. A friend of my father's, a qualified engineer, was washing latrines in an Ontario railway station."

The end of the picking season brought unemployment to the Bianchi household. "Our first winter was horrible—no work, and barely enough to eat. My mother was expecting her second child. I don't know how we survived," Gabrielle said. "Finally, my father, who could have taught some of his potential employers a thing or two about their trade, was offered a job as an electrician's apprentice.

"It didn't work out too well, though, and it was only after working as a labourer for 18 months that he landed a job at least vaguely related to his diploma and experience—as a projectionist in a movie theatre. But the theatre went out of business, and he was unemployed for two years. In the meantime, my mother went to work as a waitress and cook.

"Many people refused to hire my father because he wasn't Canadian. No one would give him a chance to show what he could do. It was only after he became a Canadian citizen that things began to get better."

Gabrielle started school shortly after her arrival in Canada. **Both teachers and pupils were unkind to her at first.** "They said I was a dumb kid because I didn't speak English," she remembers. "The teacher would get very angry each time I didn't understand something, and the other children picked on me all the time. For five years I was an outcast. But my brother and sister were luckier; they were born here, they were accepted from the start."

**Why did the Bianchis leave Europe?** "It was economically and politically unstable in those years. We were also lured by the promise of jobs and plenty. We were told Canada was a land of opportunity. We didn't realize that an immigrant can face so many hardships. I guess we expected too much.

My parents wanted to return to Europe, but we didn't have enough money, not even to pay for the fares. Also, it wasn't easy for them to accept defeat, to admit that they had failed. They just kept on hoping and dreaming."

**Canada's immigrants aren't the only ones who may face hardship.** Millions of foreign workers around the world have to struggle against all sorts of abuse and discrimination, according to a recent report by the International Labour Organization. The report, which will be discussed at this year's International Labour Conference in Geneva, contains fresh proposals for **international action to protect migrant workers from practices that violate their fundamental human rights.** In another development, the member states of the European Economic Community have formulated a social charter to benefit specific groups, including migrant workers, who are not receiving their fair share of Europe's prosperity.

The ILO estimates that migrant workers and their families number some 11 million people in Western Europe, and more than six million in North America, with smaller but substantial numbers in South America, Australia and southern Africa.

## LEGAL IMMIGRANTS

Only part of this migration is organized. "Clandestine immigrants can be found everywhere," the ILO learned. Some try to enter their host country by posing as tourists; many others are smuggled in by unscrupulous traffickers who extort substantial sums from the aliens. Mexicans, for example, pay as much as \$300 to illegally cross the U.S. border. There have also been reports of illegal immigrants being stripped of all their possessions by the trafficker.



**How many foreigners enter Canada illegally, officials can't even guess.** But in an effort to check unauthorized entry, the federal Government recently tightened its immigration control and enforcement program. In the past, there was little control over the entry of non-immigrants who wished to work in Canada.

People could come as visitors and then apply for landed immigrant status if they so desired. In November 1972, however, the right of non-immigrants to adjust their status in Canada was withdrawn. The new regulations, effective since January 1, 1973, require visitors, and others seeking temporary entry for more than three months, to register with immigration officials; non-immigrants who come here to work for a limited period must obtain an employment visa. About 15,000 persons, however, were received as immigrants in 1973 under a special program to legalize the status of unauthorized residents.

Things are tightening up across the ocean as well. For many years the illegal arrival of tens of thousands of foreign workers was an accepted fact of European life. Now, **several European governments are trying to crack down on the illicit traffic.** The French, for example, have taken to date-stamping the passports of foreign tourists. In addition to stricter passport controls, the authorities have put extra police on border duty, and will in future run a much stricter check on employers to see that they do not employ aliens who are without work permits. In West Germany, the Government is threatening employers of illegal immigrants with prison sentences.

## WHY DO THEY COME?

Emigrants who are not political refugees usually leave home because of a shortage of jobs and money. Their native countries, beset by inflation and unemployment, and needing the remittances that the workers frequently send home, usually encourage the exodus. In addition, emigration gives the workers a useful taste of industrialized life, and trains them in skills they can take back home—but only at a personal cost to the migrants that is rarely mentioned by the media in Canada.

The ILO says that **large numbers of aliens around the world are victims of exploitation and unequal treatment.** With few spokesmen to express their grievances, they lead lives filled with insecurity, stress and alienation. Many live in constant fear of arbitrary or unfair expulsion, and this in turn makes them willing



to accept substandard conditions of employment. The migrant "hesitates to avail himself of his acknowledged rights and safeguards for fear of losing his job," for this might mean he would have to leave the host country, the ILO report observes. Moreover, "in many countries, the laws and regulations restrict, at least for a certain period of time, migrants' possibilities to choose freely their jobs and places of work."

It is not uncommon for **aliens**—particularly the illiterate and unskilled—to **fill the dirtiest, most dangerous and least desirable jobs**, the jobs rejected by the native population. ILO statistics show that the accident rate for migrants tends to be 2½ times higher than for other workers, because of the risks in certain industries that employ them, lack of skill and experience, ignorance of safety regulations, language difficulties, and insufficient understanding of instructions and warnings.

**Some skilled migrant workers cannot obtain suitable employment because their qualifications are not recognized by the host country.** "In addition, dislike of immigrants by nationals of the host country is all too common," reports the ILO. "This adverse social climate affects migrants' chances of obtaining or keeping a job, or being promoted. It may even lead to inequality in pay, the exclusion of aliens from the scope of provisions in laws and collective agreements, and participation in trade union activities."

Suitable housing for immigrants is one of the major problems faced by receiving countries, the ILO study continues. Most of these countries suffer from housing shortages, and moderately priced accommodation is almost impossible to find in urban and industrial centres. This makes it difficult for immigrants to bring their families with them. There is also an urgent need to improve social services for foreign workers and to help them adapt satisfactorily to the host country.

## THE CANADIAN SCENE

Canada received 184,200 authorized immigrants in 1973 alone, bringing the total since Confederation to more than 10 million. The 1973 total included 117,733 newly arrived immigrants, and 66,467 "temporary residents who were granted approval to remain permanently. Ontario continued to attract the greatest number of arrivals—103,187, followed by British Columbia with 27,949 and Québec with 26,871. About half the immigrants who arrived in the past year have joined the labour force.

Although federal Department of Labour officials admit to the existence of discrimination against immigrants in Canada, they say that it is difficult to assess the true nature and extent of discriminatory practices, because **new settlers are usually reluctant to express their grievances to the authorities and do so only as a last resort.** Many of the complaints that the authorities receive are about qualifications not being recognized.

A recent study by the Department of Manpower and Immigration showed that, although most immigrants make a fairly rapid economic adjustment, **few find their first jobs in their intended occupation.** Said an Egyptian immigrant who spoke fluent French: "I came to Montreal thinking I would be able to go on working as an engineer. I ended up selling insurance." Another thought his degree in dentistry would be useful. "After all, the techniques are the same all over the world, and they could have tested my competence with an examination or something." But "they" didn't. He had to go back to school for several years to obtain a Canadian degree before he was allowed to practice. "It's a good thing I had some money when I came," he remarked.

One immigrant interviewed by the author was a highly successful accountant and business manager in his home country. Yet he went through nine jobs and seven months of unemployment in his first two years in Canada. "If it wasn't my age [he is in his 40s], it was my nationality that they [prospective employers] objected to," he said. "They could see that I was qualified and that my French and English were good, but most of them said: 'We are looking for someone with Canadian experience'. It seems that the only way to acquire this 'experience' if you are a foreigner is to start at the bottom, to take any job that comes along at any salary, whether it is in your field or not—and to quit when you can't stand it any more." It's not an uncommon story.



employers frequently hire immigrants for "dirty jobs or low-paying jobs that Canadians are reluctant to take," according to Milton Little, Supervisor of Services for Working People, an inquiry and multiservice centre established by the Ontario Human Rights Commission. Little said that 80 per cent of the complaints and inquiries received by the centre are from immigrants. "The integration of aliens into the workforce is compromised by several factors," he explained. "One of the principal problems is language. Another is the lack of neighbourhood centres to provide newly arrived immigrants with information and advice."

Echoing Little's views, Donald Montgomery, President of the Labour Council of Metro Toronto, asserted that **the immigrant is here just to keep the machinery going.** He is simply a source of cheap labour, a resource like iron ore." Speaking recently at a forum in Italy in Canada held at York University, Montgomery described Canada's immigration policy as a "business policy" designed to allow employers to "make a buck" and "not based on humanitarian principles."

And some employers do try to "make a buck" at the expense of the migrant worker. **Thousands of immigrants, unaware of such a thing as a legal minimum wage, can toil up to 60 hours a week for less than \$1 an hour.** For the most part illiterate and unskilled, speaking neither French nor English—even after several years in Canada, because they are not exposed to either language at home or at work—the involuntary newcomers are prepared to do anything to earn their living. Many are sponsored by relatives already in Canada, and have come to escape the poverty and lack of opportunity in their own countries. Although they may never escape low wages, long hours, and poor housing, **they frequently accept their lot in the hope that their children will have a more rewarding life.**

As Montreal writer Sheila Arnopoulos put it: "While they dream of 'tomorrow', they man the clanging textile and clothing factories, they clean toilets in glittering downtown high-rises, wash dishes in grimy restaurant kitchens, pull switches, and operate machinery in fuming plastics and chemical factories, abattoirs and machine shops."

In a recent report in **The Montreal Star**, Mrs. Arnopoulos pointed out that the tradition of an unskilled immigrant labour force toiling at dirty, poorly paid jobs shunned by native Canadians goes back to the early days of Canada's history. "In the 1830s, for example, the exploited group were the Irish,



Canada Wide Feature Service Ltd.

### Investigator Arnopoulos

who came to Canada to escape the great potato famines. They worked on such projects as the Rideau Canal system, where they reportedly 'worked like horses' and 'died like flies'. Later, those at the bottom of the 'vertical mosaic' were the Chinese coolies, who provided cheap labour for the building of the railways. Today it is the newly-arrived and unskilled West Indians, Asians and Southern Europeans who stand on the bottom rung of the social and economic ladder."

### QUÉBEC'S LABOUR SCENE EXPOSED

To find out how these people fare on the job, Arnopoulos decided to "work where they work, at their hours and at their pay." Hers was a journey into hell. "It is where you get \$74 a week working eight to five on the minimum wage (then \$1.85 an hour in Québec), or even less if you don't know the law. It is the monotony of the assembly line, the exhaustion of pumping away at one mechanical task 1,000 times an hour, up to 10 hours a day, five, sometimes six days a week, with only 15 minutes for a bite of lunch over the machine."



During her two weeks of factory work, she uncovered **numerous instances of employers "flagrantly violating" Québec's Minimum Wage Act** in the certain knowledge that "they are going to get away with it." Why? Because "the Minimum Wage Commission does not have a tough enforcement system. It will go after employers when complaints are registered, but **only a minority of underpaid workers complain.**" Most employees are reluctant to file an official complaint against an employer while they are working for him, for fear of being persecuted or fired.

Among the abuses Arnopoulos listed: a dishwasher who worked a 60-hour week for \$50; a sewing machine operator on piecework who cleared \$37 for 135 hours of work; a knitting mill employee who worked 12 hours a day without overtime benefits.

The Minimum Wage Commission relies on complaints because it doesn't have enough inspectors to seek out abuses, she explained. "In Montreal, for example, where there are thousands of non-union shops, the Commission has only 50 inspectors, most of whom are occupied chasing down complaints." Fines—ranging from \$10 to a maximum of \$100—are no deterrent, and "no employer violating the Act fears a surprise visit from a commission official. Even a registered complaint is not considered that serious. All the employer will have to pay is a maximum of six months back wages."

Some 400,000 workers in Québec are supposedly receiving the minimum wage, but thousands are cheated, asserted Arnopoulos. Last year, she reported, as a result of complaints from workers, the Minimum Wage Commission **collected \$1.5 million in back pay from employers who had cheated 40,000 workers, many of whom were aliens.** And this sum was just the tip of the iceberg. It represents the wage violations discovered by commission inspectors, and the unpaid wages of workers who knew that there was a Minimum Wage Act, and where to go for redress.

**"Welching on the legal wage takes many forms,"** Arnopoulos discovered. "One of the worst is the imposition of a piecework rate, whether the workers are capable of reaching the basic \$1.85 an hour with it or not. The employer may keep no record of hours worked. Some piecework employers make sure the employee never makes more than the minimum. As soon as the workers produce faster to make more money, the employer lowers the piecework rate.

"Another employer abuse is to pay 'straight time' by cheque, and overtime in cash with no tax deduction but at straight time—not time-and-a-half rates. Often an arbitrary wage is decided by the employer for workweeks that may reach 80 hours. When it can be hidden from the authorities, many workers are paid in cash with no taxes deducted." Frequent surprise visits by commission inspectors, and the levying of heavy fines on delinquent employers would go a long way toward improving the plight of the immigrant worker. "But these sweatshops are not the responsibility of the Minimum Wage Commission alone," commented an editorial in **The Montreal Star**. "Where, for example, are inspectors from Montreal's health, fire and building departments, and from the safety division of the provincial labour department?"

Exploitation of immigrant workers isn't confined to Montreal, however. They are also mistreated in the unorganized shops of Metropolitan Toronto, Donna Montgomery contends. This can "easily be seen in the garment industry on Spadina Avenue." Among the exploiters, he says, are the employers who speak the same languages as the immigrants. "They know how to intimidate their fellow countrymen." **Canada needs skilled immigrants partly because Canadian employers are reluctant to spend money on apprenticeship training programs,** he asserts.





## THE UNION VIEW

The unions, naturally enough, are unhappy about this state of affairs. But **why are they doing so little to help unorganized workers?** Why aren't they organizing the immigrants in these sweatshops? Partly because trying to form a union in a small enterprise can lead to intimidation, firings and costly court proceedings.

"The unions face a difficult task," explains Arnopoulos. "To start with, immigrants are often confused about what a union is. Some, for example, are convinced that unions are illegal. They feel it is better to lie low and accept without complaint what they are offered in their adopted country. To rebel in any way, they believe, might jeopardize their position in Canada.

Some immigrants, of course, have tried to form unions. But many who have had a taste of it are thoroughly discouraged, if not a little frightened, by the outcome. Attempting to organize a small shop is often a long tortuous process, with the employer using intimidation, firings and labour court proceedings in his attempt to block union certification. Once the union is in, negotiations are often long and frustrating.

Frequently the boss simply decides to close down, and the workers go to similar jobs in other non-union places. Later, often in a month or two, the boss reopens under a new name, in a new place, with new employees—and no union. To ward off a union, some employers quickly set up 'company unions' or employee associations with 'yellow' (weak) contracts. Such associations have little muscle because they do not have the backing of a big union organization that can provide strike funds."

Instead of taking jobs in some of these shops and trying to set up a union from within, **union organizers tend to confine their strategy to distributing union pamphlets outside the factory door**, Arnopoulos learned. Prohibitive costs are often cited by the unions as a reason for doing so little for these exploited workers. "In many cases, say the unions, an employer will close down, and all the organizing work goes down the drain. And in some industries where the unions are active, workers often complain they are not doing a good job."

The language of work in many of these shops is neither English nor French, but Greek, Italian or Portuguese, Arnopoulos observed. Consequently, any unions that are serious about organizing frightened immigrants with cultural roots that are totally different from either French or English Québécois should hire some ethnic organizers, she suggests.

**"Perhaps the most positive proposal for effective organizing of small shops** has come from the Québec Federation of Labour," Arnopoulos notes. "In 1967, the QFL asked the Government to pass a law permitting 'sectorial' organizing, so that, in certain industries with small shops, unions could avoid the pitfalls of company-by-company organizing. Under this plan, the unions would have access to a central index with the names and addresses of all employees. So far, only employers have such a list, which makes union organizing difficult. Twenty-five per cent of those workers in a particular sector could demand a vote to determine whether a union should be formed. If more than 50 per cent of the voters elected to form a union, it would be granted certification for the whole industry. So far, this proposal has been turned down by government, and the minimum-wage worker in the non-union shop is getting little help."

The Canadian Labour Congress, for its part, told Manpower and Immigration Minister Robert Andras recently that "the introduction of immigrants as workers must be secondary to finding jobs and maintaining jobs for Canadian citizens. But once persons are admitted to Canada as landed immigrants, **they should be treated on a basis of equality for job opportunities and promotion**, and equal pay for equal work."

## TRANSIENTS' PLIGHT

In a brief presented to the immigration minister in February, the CLC charged that migrant workers, who travel here for short-term jobs, too often lack the protection of minimum labour standards, and endure substandard living conditions.

In August 1973, **a federal task force inquiring into seasonal migrant farm labour** in southwestern Ontario uncovered instances of "child labour, sick, pregnant, and otherwise unfit adults working in the fields, and of entire families working with only the head of the family being paid."



Andras said his Department's task force was "shocked, alarmed and sickened" at some of the working conditions, particularly those of migrant Mexican workers. One Mexican family was found living in "indescribable squalor in a shack where cardboard and newspapers had been used to keep rain out." Every one of seven children aged two to eight in this family was found to have at least one hernia. Another case of "intolerable and inhumane conditions" was a family of 10 from Québec, working in the fields for a family wage of only \$50 to \$60 a week, while being housed in a couple of shacks without toilet facilities. Immigration officials also found instances of job brokers reaping up to \$500 a head for recruiting farm labourers from Mexico and Portugal, who, in addition to having this fee deducted from their earnings, had to pay their own transportation costs. Many had been brought in illegally.

In sum, the task force discovered numerous instances of violations of the Immigration Act, the Child Labour Act, human rights, and minimum sanitation standards. "The main problems involved workers who had entered Canada illegally," Andras said. "They had not been hired through our offices, and we had no control over how they were treated."

In January of this year, the Ontario Federation of Labour released its own report on the problems of transient farm workers in Ontario. The report, by researcher Robert Ward, was based in part on the findings of the federal Government study, and on discussions with representatives of the Ontario Federation of Agriculture, the National Farmer Union, the Ontario Human Rights Commission, LL groups and others.

Said Ward: "The exploitation and excesses reported by the Andras task force basically reflect the double standards practised traditionally against our rural and working population, which deny farm labour minimum employment standards, minimum wages, and the right to organize under protection of a labour act."

In 1962, a special farm labour committee of the OFL had stated that "if migrant workers were allowed the protection of the Labour Relations Act, they would band together to better their wages and conditions. Ward expressed the view that the federal task force report "gives 'official' acknowledgement to intolerable conditions that plague farm workers, whether in southern California, southern Europe or southern Ontario." In California, labour contractors have a notorious reputation for buying migrant labour cheaply, and selling it at a profit to the farmer-growers, while cheating the workers with expensive or non-existent services.

**Both the task force and the OFL have called for agricultural agreements** with Mexico and Portugal similar to the one the Government has with Caribbean countries, guaranteeing adequate wages, human treatment of workers, suitable accommodation, satisfactory health standards, and transportation assistance.

Mexicans and Portuguese have been coming to Canada legally or illegally for years to work on farms in southwestern Ontario. Consequently, agreements with these two countries would not only put an official seal of approval on these seasonal movements but would also give federal authorities some measure of control over wages and working conditions for transient labourers who are not covered now by either federal or provincial standards.

Under the program covering Caribbean workers, who arrive by the thousands each crop season, the federal Government undertakes to recruit workers from several Caribbean countries for farmers who need



help but cannot find Canadians to take the jobs. In return, the Government requires farmer employers to help offset the workers' transportation costs, guarantee them at least six weeks work, provide decent accommodation and meet federal minimum wage standards.

## EUROPE'S "GUEST WORKERS"

When the labour-hungry nations of Western Europe started to import workers, it was assumed that the immigrants would stay for just a few years. This made continental immigration quite different from Canada's (and Britain's), although an increasingly high proportion of foreign workers seem to be staying on.

These "guest workers", as they are called, are for the most part illiterate and unskilled. They are the underdogs who do the dirty, noisy, heavy work; garbage collection, street cleaning, furnace firing, road building, construction, and manning heavy autobody presses—work that most Europeans no longer want to do. **Although the foreigners are a vital factor in the economies of their host countries, they do not share in the resulting prosperity.** They are generally paid the lowest wages and live in deplorable slums in the most overcrowded regions, frequently without access to educational and welfare services. Those who live in Europe illegally live most wretchedly of all. They cannot apply for any of the social benefits or protection accorded to those who have the necessary papers.

"Europe has almost unwittingly allowed the build-up of a large, defenceless and vulnerable new proletariat," remarked Jonathan Power, author and economist. "Most of these new workers do not have the vote. They are actively discouraged, and in some

countries effectively forbidden, from bringing their families and putting down roots. Labour unions, with a few honourable exceptions, are wary of them. And racism is increasing all over Europe." Power points out that anti-Turkish riots in Holland last year "shook to the very roots a society that thought, because of its successful experience in integrating 300,000 Indonesians in the 1950s, that it knew how to conquer racism. And the killings of six Algerians in Marseilles last year put to rest the myth that France was the most civilized non-racist society in Europe."

More than half the foreign workers in Western Europe who are married live without their families—partly because housing is in short supply. Those who are alone live frugally so that they can send money home, or save it for when they return. Many of them do not speak their host country's language and dislike its food. Some migrant communities have their own newspapers and radio broadcasts; more often, they are isolated and lonely.

Until recently, Europe's migrants were timid, silent and anxious to avoid trouble. All this has changed. **The immigrants are now aware of the central role they play in the economies of their host countries.** They have discovered that strikes can pay off. A stoppage last year by foreign workers at the Renault plant in France, for example, not only impressed upon the Government the discontent of migrant labour, but demonstrated equally well how 300 migrant workers could take more than 7,000 employees off their jobs—with serious effects on the entire national economy. The Renault strike, which forced the Government to grant the aliens some concessions, including the right to strike, also brought home the point to the trade unions that the migrants are becoming more aware of their strength and more militant.





There have been similar incidents of industrial unrest in Germany, where guest workers, who actually form a majority in some plants, do not shrink from the illegality of wildcat strikes. They played a key part in a strike at the Ford plant in Cologne last year. Said **The Economist**: Such incidents have caused "embarrassment to the unions, who like to advertise themselves as the foreigners' champions. They claim a 20 per cent union membership among the guest workers against 30 per cent among Germans." Many of Germany's young left-wingers, however, have accused the unions of working exclusively on behalf of German nationals, without consideration for the needs of foreigners. To remedy this situation, they are setting up centres for migrant workers outside union control, with the ultimate aim of teaching them to fight for their rights. On paper, the migrants do enjoy the same pay and conditions as Germans; in practice they are relegated to the least remunerative jobs, although about two thirds are now earning more than \$2.00 an hour.

The Dutch, for their part, appear to be tackling the problem of discrimination "with more spirit than most other countries," reports **The Economist**. "They are great believers in voluntary social work, and have organized a network of action groups all over the country to help. There is much talk about 'positive discrimination' for the immigrants. The action groups seek them out at work and at home, give them information about Holland and the Dutch (and tell the Dutch about the foreigners), run clubs for them and chivvy the Government to get on with measures to improve their lot. This last activity may be thought odd since the action groups are 95 per cent government financed, but the Dutch seem to find the idea of a paid watchdog quite normal."

Other European nations simply argue that none of their immigrants are forced to come, and that most could go home tomorrow if they chose to, but that they nevertheless line up for Europe's well paid jobs and high living standards. By working on the Continent, they support their families back home and save money for when they themselves return.

If, on the other hand, the governments of the EEC do something to improve the conditions in which most migrants live, "they will only encourage more of them to come and more of them to stay on," commented **The Economist** in a special survey on European immigration. "The more that remain, the less docile and tolerant of second class citizenship will they be. That problem of the migrant man—not the longer range one of migrant capital—is the immediate dilemma facing the fat cats of the EEC."

**The Community's earlier welcoming mood toward guest workers has changed**, however, with a declining labour market and the growth of urban ghettos. Europe has been feeling the pinch of the energy crisis and has been looking for polite ways to send jobless migrant workers home. Emigrant countries, for their part, are pondering how best to reintegrate the unwelcome returnees.

There is also an increasing awareness of the absurdity of importing labour to produce goods that are then exported, and no dearth of talk about exporting capital instead, or investing in labour-saving machinery. But investing abroad is not likely to provide a complete answer. Large numbers of the migrants work in service industries and many more in construction—not the kinds of jobs that can easily be exported.

### ADMISSION CURBS APPEAR

Canada is one of several countries revamping their immigration policies. In February, the Department of Manpower and Immigration announced new regulations linking the entry of unsponsored immigrants to the immediate needs of Canadian employers.

To qualify for admission as an immigrant, anyone intending to join the Canadian labour force must now have the following: a firm job offer from a Canadian employer; an occupation in which there are known to be persistent vacancies in the area of Canada to which the would-be immigrant intends to move; and at least one point for occupational demand in Canada for the occupation he or she intends to pursue. In addition the jobs offered must be steady jobs; they must meet locally prevailing wage and working conditions; the applicant must be able to meet any provincial or other licensing requirements for the job.

Immigration Minister Robert Andras said the new regulations would reduce the number of cases in which people leave homes to come to Canada only to be faced with unemployment or a job not consistent with their education and training. "It seemed only humane to ensure that some means existed to bring about a better match between the flow of immigration and the needs of the Canadian labour market," he explained.

The Minister has a point. **Many an immigrant has complained of his frustration and inability to find work** that is consistent with his qualifications and

experience, either because the jobs are not there or because employers prefer to hire Canadian citizens. One recent newcomer to Toronto, for example, was reportedly turned down by prospective employers 76 times in eight months before he landed a job.

English immigrant Duncan Day, a 27-year-old marketing analyst and engineer, was ready to pack his bags and try his luck elsewhere when he was offered a job in the sales order desk of a tool manufacturing firm. Although Day had no promise of a job before coming to this country, he was allegedly told by immigration officials in Britain that with his qualifications and experience, he would have no trouble finding one.

Upon his arrival in Canada, Day telephoned, wrote letters, and went through employment agencies. Sometimes he was told there were no openings, and occasionally an employer said he was "overqualified." But it was being told that he did not have Canadian experience that particularly annoyed the disillusioned immigrant. "It was a form of discrimination," he complained. One employment counsellor allegedly told Day that he would have to "humble" himself because "English people tend to be rather arrogant." He has a complaint pending with the Ontario Human Rights Commission over one rejection. Now Day's luck has turned, but another time, he could do things differently, he says. "I don't think anyone should come over unless he's at least got some idea of what jobs are like."

A similar experience was reported by a young Indian immigrant with a Canadian postgraduate degree. He applied for jobs with 200 employers but remained unemployed for nine months before his luck turned. **Some employers refused to interview me when they found out I was Indian,** he said. They actually called him up for interviews, stating that they did indeed have a vacancy, then told him "We don't have a job for you right now" when he showed up. The federal Public Service turned him down because they are required to give preference to Canadian citizens.

A three-year study by the Department of Manpower and Immigration found that unneeded immigrants are likely to remain unemployed for a long time, and that even when they work, they tend to make less money than those whose skills are in demand. The survey, started in 1969, studied 5,000 new arrivals during each



of the following three years. It found that one in five immigrants whose skills were not required in Canada "spent half his time unemployed during his first six months" here. At the end of six months, about two thirds of the foreigners for whom there was no work demand had not been able to obtain a job in their intended occupation. Even after three years, "half of no-demand immigrants had still not succeeded in getting the work they originally sought in Canada." About 16 per cent of the immigrants surveyed had returned to their country of origin during the three-year period after their arrival. Those who remained eventually found something to do, but even then, the going was tough, the study showed. Those who landed jobs earned less than the others whose skills were needed or who had pre-arranged work.

Donald Montgomery, President of the Labour Council of Metropolitan Toronto, charges that the business community has always been anxious to have a large reservoir of unemployed immigrant labour so that it can keep wages down. Canadian workers, however, resent the influx of foreign labour because it poses a serious threat to their jobs, Montgomery says. "The medical profession and other professional groups resolve this problem by making it nearly impossible for immigrants to practise their professions in Canada," he adds.

## CANADIAN POLICY UNDER REVIEW

Last September, Immigration Minister Andras appointed a special task force to review Canada's immigration policy because **the current Immigration Act is "no longer an adequate instrument for shaping the future population of Canada."**

"A new immigration policy must be based on a general agreement about the kind of Canada we want tomorrow," the Minister said. "We must define well-founded objectives about how fast our population should grow, how it should be spread between cities and rural areas and among the various regions, and what kind of social and cultural environment Canadians want."

Andras observed: "Our sources of immigration are changing. The traditional flow from the United Kingdom and Europe is slowing down proportionately, while an increasing number of people from the developing world are anxious to settle here. What kind of immigrants does our labour market, present and future, require?"

"How can we reconcile longer-term immigration and population objectives with the immediate realities of the marketplace? An approach some countries use extensively is to invite 'guest workers' from abroad to fill specific short-term labour requirements. Should Canada be doing more of this?" With fewer Canadians each year willing to take on farm labouring jobs (not to mention other poorly paid or unpleasant tasks), the federal Government is putting more effort into attracting essential foreign workers. But it wants them to enter the country legally, and to be treated fairly by their employers.

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Andras said that his Department intends to publish "Green Paper" this spring that will "outline the many options we have in the field of immigration, and the consequences of each. The summer of 1974 will be devoted to an intensive public discussion of the Green Paper, in the form of submissions and briefs, and an immigration and population conference under the auspices of the Department of Manpower and Immigration."

## POLICIES ABROAD

**Continuing Europe's migratory system could spark racial and social unrest; its end could slow down the Continent's economic growth.**

**Switzerland**, which followed a liberal immigration policy in the industrial boom of the 1960s, is now just about the hardest country in Western Europe to enter—except as a tourist. In 1961, the country received some 113,000 migrants; by July 1973, the Government had cut the number of new annual permits to only 10,000.

Although some 80,000 foreigners leave Switzerland of their own accord each year, restrictions on immigration may be tightened still more until even the Swiss complain. No new legislation would be needed to reduce the total number of migrant workers to slightly more than half a million by the end of 1977—which means that the Swiss economy would lose almost half its foreign employees. The result so far has been lower standards in the tourist industry and a switch to production abroad. Tens of thousands of additional foreigners could probably find jobs in industry if the authorities would let them in. This they dare not do, observed **The Economist**, because "a sizeable chunk of the Swiss population is fed up with having to compete with Italians, Spaniards, Yugoslavs and Turks for lower priced housing, hospital beds, seats on trains, and trams, and with classroom time being hogged by large numbers of foreign youngsters who often do not know the local language." The magazine suggests that the present situation could have been avoided had the authorities acted earlier by imposing a head tax on foreign workers in the 1960s—paid by employers and spent on infrastructure. Earlier action would also have allowed industry to rationalize gradually without the present panic.

For the foreigners, life has never been quite the same since the Schwarzenbach initiative in 1970, **The Economist** said in its special survey on European migrant workers. "Herr James Schwarzenbach proposed amendment to the Swiss constitution—which would have limited the proportion of foreign residents in any one canton (Switzerland has 22 such political divisions) to 10 per cent of the population—was narrowly defeated in a referendum; but since then the Swiss authorities have been constant



looking over their shoulders, afraid that over-liberal policies might turn the large anti-foreign minority into majority."

The National Action Party, of which Schwarzenbach was originally a member, is again pushing for no more than a 10 per cent share of foreign residents in any canton except Geneva, where it wants a limit of 25 per cent. For its part, Schwarzenbach's breakaway Republican Party is calling for a selective policy of reduction of migrant labour, including seasonal workers, but concedes the need for special quotas in such labour-intensive industries as tourism and public services. In another development, Wilhelm Tellers of the National Campaign against Foreign Infiltration of People and Homeland Party has reportedly demanded a referendum, probably to be held before the end of the year.

Notwithstanding the xenophobic feelings of some Swiss politicians and members of the public, "even the most anti-Schwarzenbach politician would concede that **Switzerland had to call a halt somewhere,**" one observer ventured to say. When the country decided in 1972 to limit the expansion of its migrant population, it had, and still has, the highest concentration of foreigners in Europe—just over one million out of a total population of only 6.4 million. The migrants, who make up a quarter of the labour force, fall into three categories: the largest group—about 60 per cent—have annually renewable permits and are domiciled permanently in Switzerland, a privilege that takes five to ten years to acquire (depending on nationality) and confers the right to take a job without a permit, but not to vote. The other two groups comprise seasonal workers and frontier workers—Italians, French, Germans and Austrians, who commute to work every day from communities across the border. In addition, there is an unknown and possibly quite large number of people who come in as tourists and then illegally look for work.

In the past four years, the number of officially registered guest workers in **West Germany** has doubled to 1.6 million—roughly 10 per cent of the workforce. But more than half this number (along with their 1.5 million dependants) have squeezed themselves onto just 4 per cent of Germany's land surface, which naturally makes them far more visible than if they were more thinly spread out. In Stuttgart, for example, a quarter of the labour force comes from abroad. And out of Munich's population of 1.3 million, about 100,000 residents are foreign. Most of the immigrants are from Turkey and Yugoslavia, with smaller but substantial numbers from Spain, Italy and Greece.

Following forecasts that the number of guest workers might surpass three million by the end of 1974, the Germans began to count the cost. Cries were raised

about migrants taking jobs away from Germans, and about the heavy burden that was being placed on roads, schools, hospitals and all the other public services that are needed by the migrant and his family. In some schools, in areas particularly dense with foreign residents, like Munich and Baden-Wurtemberg, immigrant children actually outnumber the natives. On this scale, guest workers are no longer welcome. In a recent public opinion survey, 60 per cent of Germans polled favoured putting a stop to any more immigration.

**What many had been expecting finally happened.** A relatively high unemployment rate toward the end of 1973—with more than 50,000 immigrants out of work—led to severe restrictions on the recruitment of

## DOWN UNDER

The current immigration policy in **Australia** is geared strictly to the country's manpower needs, with emphasis on sponsorship and family reunion. In addition, the Government is taking steps to improve its assistance to migrants in their early years of settlement and has established a Community Relations Committee to inquire into all aspects of discrimination against them. The committee, part of an expanded Immigration Advisory Council, is also examining the extent to which migrants use community services. Albert Grassby, Minister of Immigration, has pledged himself to the removal of all remaining discrimination in the Australian community. He said he would call for regular progress reports on the committee's work so that prompt, effective action could be taken on its recommendations.

In **New Zealand**, several trade unions have called on their Government to restrict immigration until future economic prospects are clearer. The Government, for its part, is alarmed at soaring unemployment in countries closely associated with New Zealand and fearful that great numbers of jobless newcomers may disrupt the economy. It has therefore ordered contingency planning to stop the flow of immigrants to New Zealand getting out of hand. Announcing the preparation of contingency plans, Minister of Labour, Hugh Watt, said that excessive immigration would not only cause unemployment problems but also impose severe strains on housing, schools and health services.

labour from outside the European Economic Community, but the Government warned against contemplating mass expulsion of foreign workers. Germany, however, wants the EEC to adopt similar measures against a further influx from non-EEC countries. Complete mobility of labour among the Community's member nations is protected by legislation.

From now on, essential workers recruited from outside the EEC must enter Germany on fixed one-year contracts. Higher taxes will be levied on employers hiring foreign workers, and there will be an outright ban on further hirings in cities with an immigrant population of more than a quarter of the total. The "head tax" on a foreign worker payable by the employer was trebled a few months ago to roughly \$375. As a result, fewer guest workers were arriving before the new restrictions were announced in November. Employers will also have to show that they have adequate housing for any new workers coming in from abroad. In addition, labour ministry officials are considering financial inducements (i.e. departure gratuities) for foreigners who return home. No wonder then that the number of migrant workers is expected to dip to two million this year.

Although foreigners may be refused renewal of work permits and visas as these expire, they have the same constitutional rights and protection as German citizens with regard to jobs and job dismissal. Unemployed migrants can collect 62.5 per cent of their net pay in unemployment benefits for up to a year.

The trade unions, while upholding the right of foreigners to unemployment pay, have welcomed the curbs on further immigration, but employers are worried about their effects on wage levels. Nevertheless West Germany will continue to need migrant workers, if only to do the "dirty" jobs that even unemployed Germans refuse to do.

**France**, with its 3.5 million foreign workers, shares many of Germany's problems, and the troubles of the past year have made even Frenchmen talk about "thresholds of tolerance" beyond which the presence of foreigners becomes unacceptable to the local population. A 10 per cent proportion of the local population has often been cited as the limit, but the proportion in the main population centres—Paris, Lyon, Marseilles—already goes well beyond 20 per cent. And that for most Frenchmen is more than enough.

Unlike other West European governments, **the French did nothing in recent years to stop the families of migrant workers from coming in.** This encouraged a much greater proportion of migrants to stay permanently in France than elsewhere. Today foreigners make up around 15 per cent of the workforce and as much as 20 per cent of unskilled labourers.

It is the North Africans who provoke the most resentment among the French population. Said **The Economist**: "This hatred is fed by the ex-colonial 'pied noirs' who were forced out of Algeria and Morocco years ago and now find that their former subjects have followed them to France."



Like the French, Swiss and Germans, the **Dutch** want extra workers, not extra population, and they have taken steps to stabilize the flow of migrants. They have decided to cut down on recruitment and have drawn up fairly tough rules about workers bringing their families. Dutch companies are now hiring foreigners on the understanding that they will return home after one, two or three years, and it appears that rotation will become the established norm in Holland.

**Denmark** too has cut down on new recruitment, and in **Norway**, the Federation of Trade Unions (LO) has come out in favour of a halt to immigration until social conditions for foreign workers in Norway are improved and better use made of the domestic labour reserve.

The charm is also wearing off for some of the cheap-labour countries. Italy, the great labour exporter of 10 or 15 years ago is now increasingly keeping its workers at home. Yugoslavia and Greece have lately shown displeasure over so many of their skilled workers going off, some of them for good, but Turkey, with large manpower reserves and high unemployment, for the moment seems happy to let its people go.

One of the major drawbacks of emigration for the poorer countries is that while the migrants are away from home, agriculture declines or becomes a despised occupation, asserts Jonathan Power, economist and author of **Development Economics**. Power points out that "often land goes unworked or is abandoned. Village life is crippled and families suffer hardship, not the least the introduction of venereal disease when men return."

With about one million workers abroad out of a total population of 21 million Yugoslavia's long-term policy has always been to reduce the number of emigrants, but the impact of this on the country's balance of payments must also be weighed. Emigrants' remittances—about \$480 million annually—have helped to keep Yugoslavia in the black during the past few years. In Algeria, Tunisia and Morocco, emigrant workers are the countries' second largest source of foreign exchange. Turkey and Portugal receive more from migrants' remittances than they do from tourism. Turkey's migrants to West Germany alone pay Turkey's key import bills. Moreover, a large-scale return of émigrés would cause problems in areas where there are only enough jobs for resident workers.

For such countries as Spain and Portugal, a massive return of émigrés could do more than cause grave economic dislocation. "Contamination" by returnees accustomed to the trade unionism and collective bargaining structures of democratic host countries is generating alarm in some quarters.

For the migrants themselves, returning home may not be easy after a number of years abroad. Few return to take jobs in industry, either because the jobs are not available or because they are poorly paid. The skills that they have learned are in fact rarely used. The more enterprising open their own businesses with their savings, but for many, the only thing to show for several years of toil abroad is frustration and disillusionment.

## BRAIN DRAIN

Some of the poorer countries are concerned about the brain drain to the wealthier nations. India, for example, is worried about a steady exodus of doctors, teachers, technicians, scientists and engineers: some official estimates say that at least 3,000 skilled Indians leave each year for the U.S., Canada, Britain and Australia. According to a government report, 90,000 scientists, doctors and engineers have left India in the past 15 years for higher education abroad, but less than half have returned. Canada received 9,203 Indians in 1973 alone, and **The Economic Times** of Bombay said recently that "India's brain drain to the U.S. has increased almost 37 times over a period of eight years."

A recent United Nations report on the international migration of skilled workers from poor countries to wealthier ones said that the U.S., Britain and Canada are receiving a "gift" from the developing countries worth hundreds of millions of dollars a year. The report urged that developing countries check emigration, and tax nationals who insist on staying abroad after being educated at government expense. India, for instance, spends millions of dollars each year training technicians and other skilled workers.

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ANS OUVRIERS: PAS D'USINES

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Do the current restrictions and hostility toward foreigners herald **an end to the era of large-scale immigration?** Not so, says the ILO. In a report submitted to its Second European Regional conference in Geneva, the world labour body predicted that "the present receiving countries of Western Europe, with the possible exception of the United Kingdom, will continue to be short of labour." Indeed, according to UN calculations, **Western Europe will require a further four million migrant workers by 1980 to keep its economy going.** Yet most informed thinking in Europe is moving toward the conclusion that immigration must be restricted, Jonathan Power observes. "Indeed, some argue that it is not good for Europeans to be made to feel that they can develop their economies only if they have a helot class available. For this breeds attitudes of superiority and disdain that easily under pressure and strain become tangible and discriminatory. The worry is, however, that Europe will restrict immigration without making available to poor countries the capital that is absolutely necessary if they are to set about reducing the poverty that gives rise to the exodus."

The World Bank estimates that for Europe's poorer neighbours—Spain, Yugoslavia, Turkey, Greece and the three Maghreb countries of North Africa—to create work on their own soil for another eight million people would cost upwards of \$65 billion—more than all the industrialized countries' development aid to the Third World for the entire decade 1960-70. Because there is little chance of that much money being available in the near future, and because the poorer countries will continue in the foreseeable future to have more labour than they know what to do with—and not enough resources to go around—**large-scale emigration to the rich Western countries appears to be the only answer.**

This makes it all the more urgent that migrant workers get a square deal.

## INTERNATIONAL INITIATIVES

Although national and regional efforts to protect migrant workers should not be underestimated, concerted international action is needed to back up the measures adopted thus far by both the host and home nations of migrants.

The ILO's proposals, which are now circulating to 124 member states, **include three new international standards** designed to supplement existing ILO conventions. They would: (1) help to end illicit trafficking in migrant labour; (2) provide for the creation of a concerted national policy to defend the legitimate rights of aliens and end all forms of discrimination; (3) establish a coherent migration policy and provide guidelines for the implementation of the principle of equality of opportunity and treatment. Something would also have to be done about family reunion, health protection and other "social factors". The ILO wants member states to "systematically seek to determine whether migrants are subjected to unacceptable conditions during their journey or on their arrival in the receiving country," to exchange information on such conditions, and to punish persons who organize "migratory movements for employment involving abuses." The international labour body emphasizes the role of employers' organizations and trade unions in preventing such abuses.

Adoption of the new standards would provide equal pay, equal access to training, and equality of opportunity for migrants. The ILO has stated also that a migrant worker who loses his job should not automatically lose residence rights. These provisions are intended to take place within a co-ordinated policy on international migration that would take into account the economic and social needs of the countries of adoption and origin. New international standards would also provide a much-needed framework for national initiatives, and help to stimulate further action in this field.

The ILO has already embarked on a comprehensive action program for migrants that includes meetings of experts, advisory missions and a number of research projects.

Although the Common Market's army of foreign workers is large enough to make up a tenth member state, it has until recently been neglected by the European Commission in Brussels. About a quarter of the total are Italians who are covered by community provisions on the free movement of labour and will increasingly benefit from the harmonization of social security benefits within the EEC. The remainder come mostly from North Africa and from the poorer nations of Europe, Spain, Turkey, and Yugoslavia.

The **main problems** facing the European governments **will be housing** for immigrants, **education** for their children, and the **social security** treatment of immigrants from outside the EEC. At the moment, work outside the community does not count toward a pension inside. Redundancy and the inability to find another job can mean deportation. Local family allowances are paid only if the children are actually in the host country.

The EEC's social charter promises a long list of benefits for migrant workers, including special housing facilities, as well as training and retraining programs, and the European Commission said recently that it will devise a program to make it easier for foreign workers to move from country to country and take social security rights with them. It plans also to grant equal treatment to workers from outside the Community. But many fear that its generous proposals will be watered down before implementation.

One reason that tough community-wide schemes may be a long time coming, say EEC officials, is that **not enough information is available about migrant workers** in each country of the Nine. With a view to filling this information gap, the Commission is promoting closer co-operation between employment ministers. No one seems to know exactly how many immigrants live and work in Europe. Moreover, there is no central body to monitor regulations covering work permits, social security and discrimination in housing.

**Unions, too, have been slow to face up** to the social and economic effects of migration, on both the countries of adoption and of origin. The International Confederation of Free Trade Unions has proposed a charter of foreign workers' rights. "We are convinced that the key to solving the particular problems facing foreign workers . . . will lie in future in giving them the right and the opportunity to take a full part in political and trade union life at all levels," said an editorial in **Free Labour World**, the ICFTU monthly. "This means getting governments to legislate to put foreign workers on a par in every way with native citizens; it means putting a stop to illegal immigration that today leaves literally millions of workers entirely outside the law; lastly, but perhaps most vital of all, it means effectively organizing foreign workers into trade unions so that they themselves have the strength to protect their own interests, and to take their destinies into their own hands."

The ICFTU is holding a world conference in Geneva this month on migrant workers. The meeting, called to provide an opportunity for member organizations to formulate their own demands in this area and to

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adopt a Migrant Workers Charter, is certain to place special emphasis on the consequences of the illegal traffic in migrant workers and to urge the UN to take steps to eliminate such practices.

The reason for having such a charter, is that the international trade union movement has a "special responsibility in the matter of migrant workers," explains a recent article in **Free Labour World**. The article, written by Allan Forrest, an EEC official, goes on to say that such a charter would give national trade union movements a means of measuring their own achievements in this sphere and provide the international union movement with a basis for demands to the ILO, the EEC, and other intergovernmental agencies dealing with migrant problems.

The **migrant workers** for their part **"have become disillusioned with fine statements."** Nevertheless, says Forrest, "any government which puts into practice all the articles of the charter as at present drafted will have a coherent and dynamic overall policy on the

treatment of migrant workers in its country." But it will have to devote considerably more resources to the solution of migrant workers' problems than it has done in the past.

The charter stresses that all immigration should pass through official employment agencies but that strict controls should not deny foreign workers already established in illegal employment the same rights as other migrant workers. In sum, it calls for equality of rights in employment and affirms the right of migrant workers to belong to a trade union and to hold union office. The question of political rights of migrant workers, however, remains controversial. "There is a general feeling that if migrant workers had electoral rights in the past, politicians would have listened to their grievances," observes Forrest, who until recently was responsible for migrant workers' problems in the ICFTU Secretariat.

There is no uniformity of view on this matter. Some trade union organizations believe that voting rights should be extended to migrant workers only if they become naturalized citizens of their country of adoption. Others suggest that immigrants should have electoral rights after a qualifying period of residence. **Britain** allows immigrating citizens from other Commonwealth countries full voting rights as soon as they can come onto an electoral register (after satisfying a residency requirement of at least 12 months); even though they keep their own nationality. The situation differs somewhat in **Canada**, where the only persons entitled to vote in a federal election, other than Canadian citizens, are British subjects who were entitled to vote in the June 1968 federal election and have resided continuously in Canada since then. Before the 1968 election, British subjects merely had to be 21 and to have resided in Canada for a year to be allowed to vote. As of June 26, 1975, however, naturalized immigrants will be the only foreigners allowed to vote in a federal election. Five years residence in Canada is mandatory before an immigrant can become a Canadian citizen. In **Australia**, the waiting period is three years.

The ICFTU charter suggests that immigrants should have the same freedom of expression as nationals (this is far from being the case in some countries) and that they should be given the opportunity to express their views on community matters and to participate in community activities.

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Migrant workers must overcome linguistic and other handicaps, however, in order to be on exactly the same footing as nationals. Consequently, the charter calls for **introductory courses on the work organization and social life of the receiving country**, to be organized for immigrants before they leave home. Providing them with information about relevant legislation in the countries they are going to, would likewise be immediately useful to them. Information on job opportunities and social conditions in Canada that is available to prospective immigrants in their countries of origin is "woefully inadequate," the CLC has charged.

Several of the less industrialized nations have taken their first steps to assist emigrants before they set out. In Yugoslavia, Tunisia and Turkey, facilities already exist to help migrants find suitable employment, and Spain is preparing a similar scheme. Genuine equality with nationals depends also on learning the local language and the ICFTU charter calls for language training for migrant workers during working hours without loss of pay.

What is valid for the migrant worker is of course valid for his family. They should learn to feel equally at ease in the culture of their adopted country and in that of their home country, and to be integrated fully into local life. Forrest points out that a migrant worker should learn the language of his host country so that he will be able to understand his children doing their studies in that language. Otherwise, **the children may grow up as strangers to their parents** because of a

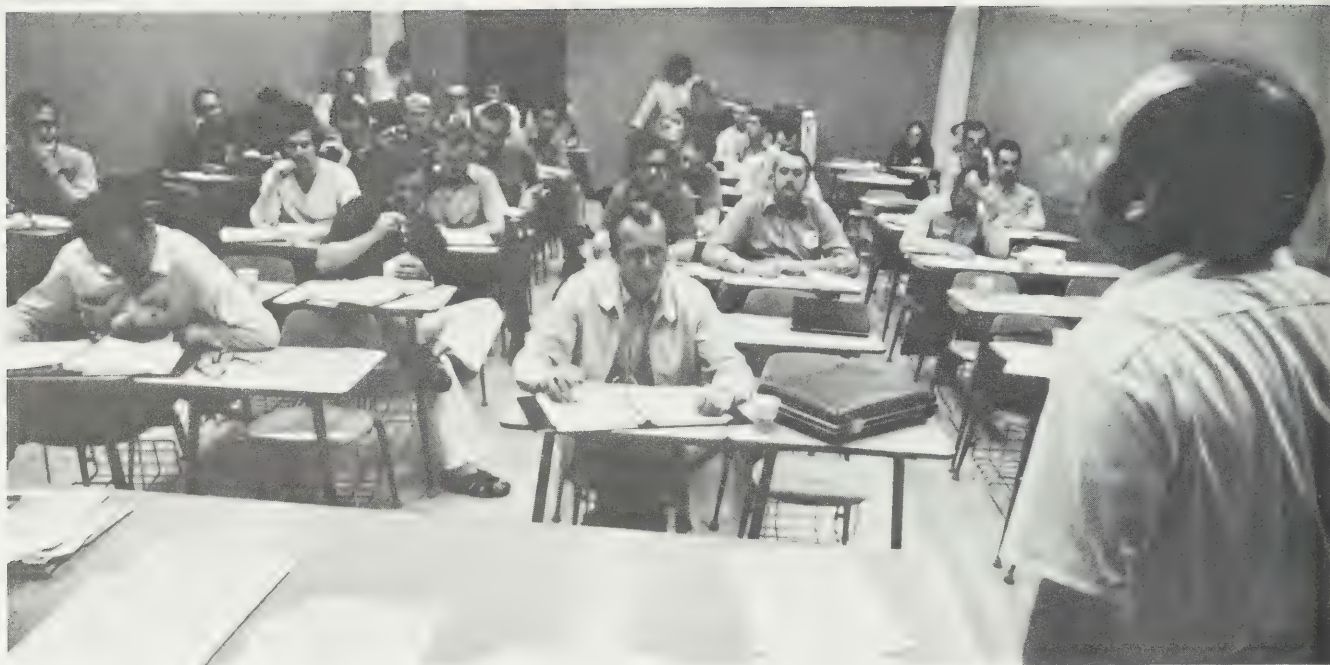
communication problem. Nevertheless, "the migrant worker should also be assisted to keep up links with his native culture. This is advisable for his own self-respect because it is unlikely that in his adult life he will attain any similar feeling for the culture of the adopted country." It is also advisable, Forrest notes, from the point of view of preparation for a possible return to his own country. The charter stresses that the children of the migrant worker should also receive help to study the language of their country of origin, in order to understand their parents' ways of thinking and to avoid the problem of rootlessness if the family returns to the home country.

A further aspect of the charter, says Forrest, is that "the authorities should stimulate the interest of the national population in the cultures of the major groups of migrant workers present in their country. In particular, teachers in schools with substantial numbers of migrant children should be encouraged to gain knowledge of the languages and cultures concerned. In these days of mutual interdependences and widespread foreign travel it should not be difficult to undertake such programs, which would help to fight prejudice and raise the standing of the national groups of migrant workers."

References to trade union participation are present in most articles of the charter, and one section deals with international co-operation among trade unions in connection with multilateral and bilateral agreements between governments on migrant workers.

Although the charter as it is presently constituted is concerned mainly with workers migrating to the industrial countries of Europe, the ICFTU may decide to adopt a charter covering other regions. It has therefore asked its regional organizations to gather material on the migration of workers in their continents. "There are of course certain parallel situations throughout the world," noted Forrest. "For example, the work problems, social problems and language difficulties of Puerto Ricans moving to New York are broadly similar to those of Portuguese moving to Paris. Mexican workers seasonally occupied in the U.S.A. must have much in common with Italian seasonal workers in Switzerland."

**As the ILO report noted: "It is high time that migrants enjoyed the same rights and opportunities as other workers and ceased to be second-class members of the community."**



## 1974: A TURNING POINT FOR THE LABOUR COLLEGE OF CANADA?

by TED WEINSTEIN

The year 1974 could be the most important one in the short history of the Labour College of Canada, as the college tries to set its course for the future. There are at least two avenues open, Associate Registrar Jean Bezusky said in a recent interview. **The College could maintain the status quo** and continue to provide its eight-week residential program in social sciences for trade unionists. **Or**, with help and more financial support from the labour movement, the college **could realize its potential**, expanding into a full-time educational facility.

Founded in 1963 by the Canadian Labour Congress, McGill University, and the University of Montreal, the College's main objective is to provide **a program of higher education for trade unionists** who did not have the

opportunity to complete their schooling earlier. This training is available in two forms: a correspondence course and a residential course. The correspondence course operates on a year-round basis and consists of twelve lessons for which the fee is \$30. The students work at their own pace. Besides being valuable in itself as a basic introductory program in social sciences, the correspondence course is an excellent preparatory program for the eight-week residential course.

This program, which is offered in French and in English, consists of five university-level subjects: labour economics, political science, industrial sociology, history, and trade unionism. Classes are held in residence at the University of Montreal, and the professors are

mainly drawn from the faculties of McGill University and the University of Montreal. The 60 or so students who take the residential program attend on scholarships donated to the Labour College by governments, provincial labour federations, labour councils, labour unions and industry. The scholarships, ranging in value from \$1,200 to \$1,700 and averaging \$1,500, pay the students' tuition, books, and residence accommodation, as well as subsidizing such other expenses as lost wages and transportation to Montreal. The College has graduated almost 900 students from its program, including 130 from countries other than Canada.

McGill University provides the College with an office in a large, old house on Peel Street near



Sherbrooke Street, just off the main campus. The University of Montreal supplies residence and classroom facilities for the residential course. Operating expenses are paid by governments, union locals, labour federations and the CLC, said Miss Bezusky.

Although the number and calibre of residential course applicants remain constant, which indicates that the demand is there, she said, **the College is not getting the attention from the labour movement that it received in earlier years.** Miss Bezusky, a Labour College graduate herself, explained that the College was greeted with enthusiasm when it was chartered in 1963. It was a new and challenging undertaking then, but having been successfully established, it is being taken for granted.

The Board of Governors of the College, chaired by Joe Morris, Executive Vice-President of the CLC, is currently studying the possibility of expansion, but at the moment a course of action has not been chosen. "To stimulate the CLC affiliates into taking action on our future, the Québec and Ontario Labour College Alumni Associations are requesting their members to submit resolutions, through their locals, to the CLC convention in May. The resolutions ask the CLC to study the feasibility of establishing a permanent labour studies centre with a view to expanding the role of the Labour College," declared Miss Bezusky.

Miss Bezusky believes that the College's **future lies in the direction of a permanent studies centre.** Besides the present eight-week program in social sciences, which, she said, should be retained, the College would be able to offer post-graduate courses, conferences

and various other programs structured along the lines of the AFL-CIO Labour Studies Centre, which offers short courses on specific topics.

Drumming up financial support for the Labour College is a difficult task. Bert Hepworth of the CLC, Registrar and Secretary-Treasurer of the College, has established a Scholarship Awards Program that is growing each year, but a great deal of his time is spent seeking new donors and raising funds for the College. "It is very hard to operate an educational institution without a fixed income, never knowing when donations will come in," said Miss Bezusky.

Commenting on a statement (LG, Sept. 1973, p. 598) by Dr. H. Jain, a former professor at the College, that the number and union status of the applicants is diminishing, Miss Bezusky disagreed with his remarks. She explained that the number of applicants varies in any given year for a variety of reasons: "For example, if a union is faced with a strike situation or if it is in negotiations, definitely it reflects on our enrollment. As for the diminishing union status of the candidates, most of the seasoned activists and full-time staff took the residential course during its first few years. Now the average age of the candidates is lower, so we can hardly expect them to hold high union office.

"The question is not their union status but their potential to the labour movement. We are interested in what happens to them after they graduate. And the majority remain in the labour movement, taking an active part in their unions. Some go on staff for their locals or unions, others enter the political arena, and most play more active roles in community affairs. Labour College graduates include Jean Beaudry of the CLC and British Columbia Labour Minister Bill King."

Miss Bezusky expressed the opinion that **many graduates attributed their success in part to the studies taken at the Labour College.** Two graduates, interviewed at the College, concurred with views that attending it has helped them in their day-to-day union activities. Michel Lapierre, President of CUPE, Local 301 in Montreal, is a graduate of the class of 1970. He said that after graduating, he found it easier to analyze news events, economics and labour situations. "The College gave me the spirit to pursue my industrial relations education. I'm trying to resolve questions the College studies have raised in my mind, and my education has made me more of an equal with management when we meet to negotiate new contracts. Now, I can express myself better and I can comprehend the issues more readily.

"The College should remain academic," Lapierre declared. "The courses do not indoctrinate the students because the professors do not take positions but merely explain theory. The information allows me to make my own choice as to what I think is right and wrong."

Louise Lessard Reeves, a member of the Tobacco Workers' International Union, was a classmate of Lapierre in 1970. She said she recommends the College program because it broadened her knowledge and helped her learn about different economic and political systems. "Before a person can take a position on an issue, he must know what is going on," she said. She added that a very important factor in attending the Labour College is being able to mix with students from different unions. The students gain insight into their own problems and profit by each other's experience.



# AN INTERVIEW WITH QUEBEC'S MINISTER OF LABOUR

by JACQUES LAFRENIERE

**"The Government cannot bargain secretly**—that's the basic difference between bargaining in the private and public sectors," said Québec's Minister of Labour, Jean Cournoyer, in a recent interview.

"The Government, representing the interests of the public and the taxpayers, cannot behave like a private company because it cannot keep any secrets; everyone knows the budget of a province. A Government that wants to negotiate like a private company is therefore missing the boat completely."

Another extremely important factor in the public sector, he added, is the Government's accountability to Parliament and to the people. When things go wrong in the educational system, for example, the Government bears sole responsibility. If the hospital system does not work properly, it is

again the Government that must answer—not really the unions or even the hospital administrations.

Governments try to explain as convincingly as possible that they have **no management rights**, Cournoyer remarked. "We have management responsibilities that we cannot share with anyone," he said. "We alone are answerable to the public."

The minister maintained that after three successful bargaining experiments, **progress made in labour relations in the public sector has put Québec ahead of the other provinces**. He said that sector bargaining may be the course of the future, but "we should first carry out a number of successful experiments in this area." The first successful experiment in sector bargaining took place in 1972 in the provincial public service. In the teaching field, the agreement had to be decreed, Cournoyer said, but in the hospital field, "we were able on two consecutive occasions to reach agreement with the unions."

In other fields, such as construction, "I cannot see any way of negotiating other than the one we have been using since 1934," the Minister asserted. At the outset this system could not be described as true sector bargaining because there were 13 decrees. But since the adoption of Bill 290 and following amendments made to the Bill in 1970, there has been only one system of negotiation in the construction industry: true sector bargaining at the provincial level. Standardization of working conditions in the construction industry is necessary on account of the industry's characteristic mobility, Cournoyer explained. "Workers change employers regularly each year."

"But I can't see how I could order sector bargaining in the mines," he remarked. Copper miners, for example, could not be paid the same wages as iron miners. Moreover, metals are subject to market fluctuations.

"When we attempt to convince people that it is necessary to undertake sector bargaining, the legislation applied in the construction sector may, with some modification, be of great use in other sectors," the labour Minister said.

"I am thinking in particular of the forest industry, where the worker must usually be away from home and change employers often, but at the same time be willing to accept temporary or seasonal work."

Cournoyer knows the construction industry particularly well. When he left university in 1960, he became industrial relations officer with the Montreal Construction Association, a job he held till 1964, when he was placed in charge of labour relations with the organization that set up Expo '67. He entered politics in 1969.

Cournoyer's first experience in collective bargaining came in 1961, during the strike by workers involved in the construction of Montreal's Place Ville Marie, and in the erection of the CIL and Bank of Commerce buildings in the city centre. There was at the time a restriction in the Collective Agreement Decrees Act on the establishment of social security funds in the construction industry. "We managed to convince the Government to amend the legislation," Cournoyer said. Today, in contrast, the construction industry has a pension fund exceeding \$100 million. It also has a health insurance plan that is applicable to all workers in this sector.

Bill 290, which standardized working conditions, may serve as an example for all of North America, said the Minister. "Despite our difficulties, many people on the continent would like to be in our position with regard to the construction industry," he declared. "Some major problems remain, but we do not have the numerous minor problems experienced in other provinces or in the U.S.," Cournoyer asserted.

La Presse



Cournoyer

Québec's Labour Minister does not consider the province's minimum wage an adequate living wage. **"There is no relation between the minimum wage and what people need to live on,"** he said. "We try to increase it according to the recommendations of the Minimum Wage Commission and taking into account the increase in the cost of living. We are interested in maintaining the minimum wage at a certain percentage of the average wage of organized workers in Québec; at 60 per cent, for example. But there are risks in proceeding too rapidly with hikes in the minimum wage."

Members of the Advisory Council on Labour and Manpower have complained that they are not being consulted sufficiently by Cournoyer. His reply: "Out of the three or four pieces of legislation I steered through the National Assembly as Minister of Labour, there are at least two special acts: Bill 15, concerning the construction industry to which the ACLM had always given insufficient attention since construction is something specialized, and the act ordering the Hydro-Québec employees to return to work. I don't think it would be proper for me to go and ask the Advisory Board to give me a unanimous opinion on this matter. I would also consider it improper for me, as Minister of Labour, to ask the ACLM—formed on a parity basis—to give its opinion on Bill 19, which was not only a restrictive Act, but also an emergency piece of legislation. As for the return-to-work order for all

the employees of the public and parapublic sectors, I do not see how the ACLM could have another opinion than mine on this point."

And what is Mr. Cournoyer's opinion about the social climate?

"It is as healthy as it can be in any province of Canada. As Minister of Labour, I think that **we are setting the pace of social progress**, but we have no scale by which to judge the social climate. In maintaining a certain degree of confidence between union and management, the Québec Department of Labour is fully playing its role regarding research and humanization of labour relations."

On the employment prospects of young people about to enter the labour market, the Labour Minister said:

"The employment outlook is very good. But employment prospects are so closely related to the economic climate, which in turn is so closely tied to factors that are totally independent of any unilateral decision of the Québec Government or of any unilateral decision of the Canadian Government, that I would be exaggerating if I were to think or say that the employment outlook is excellent. It can be excellent, if the economic climate were to remain the same. But if, for instance, the oil crisis worsens and plastic parts can no longer be produced, I would perhaps be tempted to say that in this industry, there will no longer be any jobs. I am not answerable for all this, but these are facts that can be observed. One could say that all is well in the mining field, but if ore supplies were to be exhausted, the situation would no longer be the same.

"Events are moving so rapidly today! Yesterday, things were going well. Today, they are still going well. But tomorrow they may take a turn for the worse. It would be presumptuous on my part—because others have more instruments than I have to gauge the situation—to say that the employment outlook is definitely bright in Canada and particularly in Québec. I say: yes, employment prospects are good, if circumstances remain the same."

Forthcoming legislation and amendments to the Labour Code will come as a direct result of consultations with the ACLM, Cournoyer added. Bill 89—intended to maintain essential services during a dispute in the public sector—and the anti-scab legislation are now before the ACLM.

"I am not saying that Bill 89, which received first reading in the National Assembly, will be passed entirely or even partially," said the Minister. "I asked the ALMB to examine the full details of this Bill and to tell me whether there are other formulas that would be more acceptable to all parties in order to prevent undue hardship during strikes in the public and parapublic sectors. In the case of Bill 89, the complaining is on the part of the unions; but in the case of the anti-scab bill, management does the complaining. When I ask the ACLM to give me its opinion on a

piece of legislation that prohibits the use of scabs in industries, realizing that the Québec Management Council is against any attempt to limit the right of employers to hire whoever they like during a strike, I cannot see what type of discussion could be profitable. We are not dealing with some minor detail, but with the crux of the problem itself. In the case of Bill 89, the opposite is true. Management is pleased and the unions do not want to hear about it. Thus, the Minister is obliged to assume his responsibilities, when he notices that employers and workers at the ACLM are unable to reach an agreement."

On the subject of working women, Cournoyer said that he intends to remove restrictions on women working at night. "I consider them to be sufficiently intelligent to take care of themselves at night," he remarked. "They must be considered equal to men."



# CHANGES IN PROVINCIAL SOCIAL ASSISTANCE LEGISLATION IN 1973

BY ANNE PLUNKETT

During 1973 there were a considerable number of changes in provincial social assistance programs as a result of new enactments or amendments to existing acts or regulations.

All provinces made changes in rates to take account of the increases in the cost of living. Nova Scotia, Quebec, Ontario, Manitoba and Saskatchewan made several adjustments during the year and authorized further adjustments effective January 1, 1974. Among other changes, British Columbia raised assistance rates and began to supplement the earnings of low income workers. Prince Edward Island, New Brunswick and Alberta also made some adjustments in rates of assistance.

A new law in Alberta provided for a supplement to recipients of the federal Guaranteed Income Supplement.

Quebec made changes in provisions relating to earnings to

encourage welfare recipients to return to or remain in employment.

In Nova Scotia and British Columbia, the departments administering social assistance were renamed to reflect new goals.

Some of the major changes published prior to January 1, 1974 are summarized below.

## NEWFOUNDLAND

Major changes in Newfoundland's social assistance program were authorized in December 1973 to take effect January 1, 1974. These took account of the new federal family allowance program and of the increase in the provincial minimum wage. Except for certain provisions relating to financial resources, there is no longer any distinction between short-term and long-term assistance.

## RATES OF ASSISTANCE

Instead of authorizing separate allowances for the various items of need, the regulations now set one allowance, called regular assistance, which covers food, clothing and personal care, household maintenance, utilities and fuel. Rates vary according to the number of adults and children in a family unit. The amount is \$145 a month for one adult and \$200 for a couple. For single parent families, the amounts range from \$180 for a mother with one child to \$320 for a family with nine children or more. Amounts for families with two adults range from \$215, for families with one child, to \$320 for families with seven children or more.

Separate shelter allowances are again set. An adult living alone in a rented room or apartment may now be allowed up to \$40 for rent by a welfare officer or other designated person and up to \$70 by the Regional Administrator. The corresponding amounts for a family are \$75 and \$150. In exceptional cases, the Regional Administrator may authorize a rental allowance of up to \$175 for a family with the prior approval of the Director of Assistance.

The allowances for board and lodging and clothing and personal care for persons rooming and boarding were combined and the amounts raised. For persons living with non-relatives, the allowance is now \$100 for an adult (a person 18 years and over) and for children 16 and 17 years, and \$40 for a child under 16 years.

If the landlord is a relative, the allowance for board and lodging and clothing and personal care is now \$90 for an adult and \$30 for a child.

A fuel allowance of \$15 a month is payable to persons living in Labrador for the period November 1 to April 30 each year.

A transportation allowance at the prevailing commercial rates is now payable to persons in need.

## FINANCIAL RESOURCES

The limits on allowable income for long-term recipients were raised to \$40 a month for a single adult and to \$100 for a family of two or more.

The maximum amount of income permitted persons applying for assistance on grounds of unemployment during the 30 days prior to application was raised effective September 1, 1973, and again in January to the following: \$185 for a single applicant, \$300 for a family of two, and \$315 for a family of three, plus \$20 for each person in excess of three up to a maximum of \$420. If a family is living in rented quarters, it is allowed an additional \$150 as before, and a homeowner paying on a mortgage is permitted an additional \$100. The head of a family of two or more is now allowed liquid assets of \$100 and, as before, a single adult is allowed \$40.

## PRINCE EDWARD ISLAND

Prince Edward Island approved a special allowance for the blind, increased the comfort allowance and authorized a temporary across-the-board increase in allowances for items of basic need.

The provision authorizing a special care allowance for the disabled was amended by the addition of a special clause for persons who are beneficiaries under the Blind Persons Act. Each such person may be paid up to \$75 a month provided the combined payment does not exceed \$150 a month if single, and \$300 a month if he is a married person living with a blind spouse.

The comfort allowance payable to beneficiaries in homes for special care was increased by \$5 to \$20 a month, according to a regulation gazetted September 29, 1973, with no change in the allowable comfort fund balance of \$150.

An amendment published on November 3, 1973 amended the limitations placed on the allowances for items of basic need to take account of the rise in the cost of living. It provided that a special allowance in an amount equal to 10 per cent of his monthly allowance covering food, clothing, shelter, fuel, utilities, personal care and household supplies, be paid to each beneficiary for the period November 1, 1973 to January 31, 1974 inclusive.

## NOVA SCOTIA

Nova Scotia enacted two amendments to the Social Assistance Act and issued some amendments to the Provincial Assistance Regulations, which increased benefits of welfare recipients. The Department of Public Welfare was renamed the Department of Social Services, effective May 15, 1973.

## SOCIAL ASSISTANCE ACT

The first amendment to the Act authorized the Minister of Social Services to enter into agreements providing for the establishment, maintenance and continuation of work activity centres and sheltered workshops, and work activity and sheltered employment programs. The second amendment enabled the Minister to provide special social assistance for persons in receipt of the federal Guaranteed Income Supplement.

## ASSISTANCE REGULATIONS

The first amendment to the Provincial Assistance Regulations which was effective April 1, 1973 increased the overall monthly maximums for the aged and the disabled, needy women 60 to 64 years (inclusive), mothers with dependent children, dependent fathers and foster children. It also raised the Supplementary Allowance payable to recipients of an allowance under the Disabled Persons Allowances Act or the Blind Persons Allowances Act and increased the amounts that may be added to budgets for items of special need.

The second amendment increased the allowances for room and board, food and clothing, miscellaneous essentials and shelter costs, effective July 1, 1973.

Another amendment raised the overall monthly maximums for the various categories of recipients increased the amounts allocated for items of basic need and made a number of other changes, effective January 1, 1974.

The overall monthly maximum for persons 65 years and over not eligible for the Old Age Security pension and women 60 to 64 years was raised from \$115 to \$160. The maximum for a disabled person was also raised from \$115 to \$160 (from \$150 to \$235 if living with his spouse).

The maximum for a mother with dependent children was raised to \$235 a month for a mother with one dependent child, and to \$245 for a mother with two dependent children, increasing by \$5 for each additional dependent child to a maximum of \$285 for a mother with 10 dependent children.

The maximums for dependent fathers, that is, fathers who are unemployable because of physical or mental disability, are the same as for dependent mothers. However, if a dependent father has a spouse residing with him, his maximum is increased by \$25. The maximum for two adults and 10 children is \$310.

The allowance for foster children was raised to \$50 for the first child and to \$45 for each subsequent child. The maximum payment to foster parents is \$275 a month.

The overall monthly maximums noted above are to be reviewed semi-annually and increased to the nearest dollar in accordance with any increase in the minimum wage.

Most of the allowances for the items of basic need were raised. The basic food allowances were raised to \$33 for adults, \$39 for children 12 to 18, and \$30 for children 7 to 11. The food allowance for children six years or under remains \$23, the rate set in July, 1973.

The clothing allowance for adults remains at \$11, the rate set in July, 1973. Children's rates were increased to \$13 for children 12 to 18, \$10 for those 7 to 11, and \$9 for children six years or under.

The allowance for miscellaneous essentials is: \$7 for adults and for children 12 to 18, and \$6 for children 7 to 11 and for children six years and under.

The allowances for room and board were raised to \$95 a month for aged and disabled persons, and to \$70 for mothers and fathers with dependent children. Children's rates were raised to \$50 for children 12 to 18 years, \$40 for children 7 to 11 years and \$35 for children six years or under.

A new provision authorized a household supply allowance of \$10 a month. Another provided for a transportation allowance of \$5 a month.

The maximum heating allowance was increased to \$30 a month.

The maximum that may be granted for mortgage payments, taxes, or rent and heat, electricity and water is now \$135 for a unit of one or two persons and \$155 for a family of three or more.

The allowances for food, clothing and the other items described above are to be reviewed semi-annually and adjusted in accordance with any increase in the Consumer Price Index.

## NEW BRUNSWICK

Among other changes, amendments to the Social Welfare Regulations of New Brunswick raised the rental allowance and the comfort allowance.

A regulation gazetted May 9, 1973, provided that rent may be paid on the basis of actual cost provided it does not exceed \$70 for one person with an additional \$10 for each additional member of a family unit up to a maximum of \$130. Formerly, the maximum was \$40 in rural areas and \$60 in urban areas.

Another amendment gazetted May 30, 1973, raised the comfort allowance for persons receiving institutional care from \$15 to \$25.

This amendment also authorized the provision of a Health Services Card to a person receiving a blind or disabled persons' allowance if the Director of Welfare is satisfied that hardship would otherwise result.

## QUEBEC

During 1973, Québec authorized several changes in rates of assistance and adopted new provisions respecting earnings of welfare recipients designed to encourage them to obtain or return to employment.

Rates for ordinary needs (food, clothing, household and personal requirements) which had been increased in January 1973 (LG April 1973 p. 229) were changed again effective April 1, 1973 to help meet increased living costs. These changes resulted in increases of varying amounts.

A further amendment authorized an interim increase of 5 per cent for the period October 1 to December 31, 1973.

Major changes went into force on January 1, 1974, which took account of the new family allowance program and of minimum wage rates. Subject to two exceptions, the maximum now granted single adults for food, clothing, household and personal requirements and lodging is \$170 a month. For an employable person under 30 years of age, the maximum is now \$85 instead of \$75. The maximum for other adults living with a parent or child is \$110. The maximum for a couple is now \$272.



The maximums for single parent families are: \$238 for a parent with one child, \$253 for a parent with two children and \$257 for one with three children or more. Rates for families with two adults are \$56 higher, ranging from \$294 to \$313.

In addition to the maximum allowances noted above, families are granted additional amounts for each child 18 years of age or over who is attending high school full time. These are: \$20 for the first child, \$27 for the second, \$38 for the third and \$42 for the fourth.

The rental zones have been abolished. Instead, the regulations show the minimum rents that entitle recipients to the maximum allowance. These are: \$65 for one person, \$85 for two persons, \$95 for three and \$105 for four. If the shelter costs are below the relevant minimum, the difference is subtracted from the allowance for ordinary needs. For this purpose, lodging costs for homeowners include land taxes, \$10 a month for maintenance costs, fire insurance premiums, mortgage payments, including payments on a mobile home used as an exclusive and permanent residence. For tenants, they include actual rental costs and, where applicable, rental taxes.

Starting in 1975, rates are to be raised annually in accordance with the method applicable to family allowances.

A new provision effective November 28, 1973 permits the regional office to grant \$150 for the installation of a furnace and up to \$75 for repairs.

Regulations effective May 1, 1973 permit welfare recipients in receipt of assistance for four months or more who find work at low wages to continue to retain a certain percentage of their previous social

aid payments. Benefits are reduced gradually. The regulations include a schedule showing the amounts counted as income for the first four and subsequent months of employment. In addition to these exemptions, there is a basic exemption of \$25 for an individual plus \$15 for a spouse and \$5 for each child.

## ONTARIO

In 1973, Ontario made a number of changes in both the Family Benefits program, the provincially administered program for persons with long-term need and the General Assistance program, the program operated mainly by municipalities for persons requiring short-term aid.

### FAMILY BENEFITS

Rates for ordinary needs (food, clothing, utilities, household supplies and personal needs), and the overall monthly maximum were raised effective January 1, 1973. The maximum shelter allowances were also raised and the minimums were reduced.

In April, about 12,000 persons classified as permanently unemployables who were receiving municipal assistance were transferred to the family benefits program and as a result received higher rates than they would otherwise have received.

A provision known as the "Loss of Purchasing Power Item" which raised the allowances being paid by 5 per cent without any change in the Schedule for Ordinary Needs was authorized effective September 1, 1973. Rates for persons rooming and boarding, foster children, and the overall monthly maximum were also raised.

**Overall Maximum.** Rates were again increased, effective January 1, 1974. The overall maximum is now \$380 for a family of four plus \$20 for each beneficiary in excess of four. If, as a result of the repeal of the cost of living factor noted above and the changes in the amounts now authorized for ordinary needs and for shelter, a recipient's allowance is lower than it was prior to January 1, it must be increased by the amount of the reduction.

**Ordinary Needs.** Under the revised Schedule showing the amount for ordinary needs (food, clothing, household and personal requirements and utilities) the amount is now \$91 for one adult and \$148 for two. Rates set for single parent families range from \$130 for a parent with one child nine years or under to \$242 for families with three dependent children aged 16 years or over. For families with two adults, the corresponding amounts are \$180 and \$281, respectively. The following amounts may be added for each child in excess of three: \$42 for each child aged 16 years or over; \$35 for each child 10 to 15 years and \$30 for each child nine years or under.

**Shelter.** The maximum shelter allowance for a single person was raised to \$64. The allowances for persons with dependants were increased to \$112 for heated premises and \$102 for unheated quarters with, as before, an additional \$5 for each beneficiary in excess of two. The minimum shelter allowance remains \$13 for a single person and \$18 for all other applicants or recipients.

**Foster Children.** The allowances for foster children were raised to: \$70 for the first foster child, \$60 for the second and \$50 for each additional foster child.

**Board Rates.** Maximum and minimum monthly board rates were set. The monthly maximums are \$140 for one adult beneficiary; \$200 for two beneficiaries; \$250 for three, and \$290 for four or more. The minimums range from \$100 to \$250. For each beneficiary in excess of four, \$40 may be added to the monthly minimum or maximum as the case may be.

## GENERAL WELFARE ASSISTANCE

As noted above, some 12,000 unemployable persons were transferred from general assistance to the family benefits program.

Effective April 1, 1973, the maximum shelter allowances and the overall monthly maximum were raised.

A five per cent across-the-board increase in general assistance paid, was authorized effective September 1, 1973, without any changes in the rates set for specific items of need. The rates for foster children, other than those in the care of a children's aid society, and the overall monthly maximum, were also increased.

A further amendment effective January 1, 1974, raised the overall monthly maximum, the amounts for ordinary needs and the allowance for foster children.

The overall monthly maximum for all except residents of nursing homes was increased to \$365 a month for recipients with three dependants or less, plus \$20 for each dependant in excess of three.

**Ordinary Needs.** The monthly amounts for ordinary needs (food, clothing and personal requirements) were raised by varying amounts to \$67 for a single adult, and \$109 for a couple. Monthly rates for single-parent families now

range from \$102 for one adult and a child nine years or under to \$316 for families with six dependent children 16 years or over. Rates for families with two adults range from \$138 to \$343. The rates for children in excess of six are: \$38 for each child 16 years or over, \$32 for a child 10 to 15 years and \$27 for a child nine years or under. Weekly rates were raised correspondingly.

**Foster Children.** Rates for foster children not in the care of a children's aid society were raised to the level set under the Family Benefits program—\$75 for the first foster child, \$60 for the second and \$50 for the third. These changes were designed to bring the rates paid by provincial and municipal social assistance agencies more into line with the rates being paid by local children's aid societies.

## MANITOBA

Manitoba made several changes in rates of assistance during the year.

### RATES OF ASSISTANCE

**Food Rates.** Rates for food were raised twice—the first increases effective May 1, and the second November 1, 1973. As a result, the basic monthly food allowance for persons over 19 years of age is now \$33.50 a month. Monthly food allowances for children are: \$38.70 for children 15 to 19 years of age; \$34.80 for children 12 to 14 years; \$28.40 for children 7 to 11 years; \$23.20 for children four to six years of age, and \$20.70 for children three years or under.

Adjustments in the food allowance are again made for family size. The additional amount is now \$6.50 for a single person, \$3.80 a person for

each person in a unit of two, and \$1.30 for each person in a family of three. There are no adjustments for families of four or five persons, but the deduction from the total food allowance for households of six persons or more is currently \$2.50 a month for each person over five.

**Clothing Allowance.** Effective May 1, 1973, the adult clothing allowance was raised to \$12.30 for persons 65 years of age or older and \$11.50 for persons 20 to 64 years. Children's rates were raised to: \$14.50 for children 15 to 19 years; \$11 for children 12 to 14 years; \$8 for children 7 to 11 years, and \$6.50 for children six years and under. For a child not living with his own family, the amount is, as before, the actual cost as required and authorized by the Director. The additional amount that may be added for each employed adult is \$8.

**Personal Care.** The personal care allowance for an adult under 65 years was raised to \$13.50 effective May 1, 1973. An allowance of \$18.50 was also set for a blind adult; previously, the payment of an additional \$5 a month to a blind recipient was optional. A new provision set a personal care allowance of \$16 a month for each adult who is rooming and boarding. The allowance for a needy resident of a licensed institution for the aged and infirm who is socially active was raised to \$18 a month; it remains \$5 for those who are socially inactive. The personal care allowances for recipients 65 years of age who do not reside in an institution for the aged and infirm were raised in May and again in November to \$59.02 for a single or married recipient (\$50.60 each if both the recipient and his spouse are 65 years of age or older and are living together).

The maximum allowances for persons rooming and boarding were also raised to \$69 for a single person living with relatives and \$124 for a couple, effective December 30, 1973. In a private

boarding home, the corresponding maximums are now \$90 and \$140, respectively. Single persons whose living arrangements require restaurant meals may now be granted \$81 and, as before, the actual cost of a room. Rates for persons requiring care or supervision were also raised.

The provision authorizing an allowance of \$150 a household a year for special needs was amended effective September 1, 1973, to permit the granting of an additional amount with the approval of the Minister of Health and Social Development. An allowance for expenses essential to the employment of a recipient was also authorized.

## SASKATCHEWAN

The principal changes in Saskatchewan during this period concerned rates of assistance.

The basic food allowances for persons in receipt of assistance for more than 90 days were increased by a regulation gazetted August 11, 1973.

In November 1973, the rates for short-term, emergency and interim assistance as well as the food allowances for long-term recipients were deleted to be replaced by basic allowances for families termed "Family Assistance Benefits". Basic allowances for persons who established need for food, clothing or personal items only were also set. In addition, a special adjustment allowance was authorized to ensure that families in receipt of assistance on November 1, 1973, were not adversely affected by the changes.

**Assistance Benefits.** Effective January 1, 1974, the term "Family Assistance Benefits" was changed to "Assistance Benefits". These basic allowances covering food, clothing and personal care are now as follows: \$50 for a child four years or under, \$55 for a child five to nine years and \$65 for a child 10 to 17 years. The allowance for persons 18 years and over remains \$60, the rate set in November 1973.

Adjustments are again made for family units. In addition to the basic rate, an allowance of \$20 per month is paid for each family unit maintaining its own household. This allowance may be issued quarterly or semi-annually if deemed appropriate by the unit administrator. The basic allowance is reduced by \$10 a month for the fourth and each subsequent child.

### BASIC ALLOWANCES

**Food Allowance.** For persons who establish need for a food, clothing or personal allowance or for any two of these items, the ordinary food allowances are: \$30 for each child four years or under; \$35 for each child five to nine years; \$40 for each child 10 to 17 years; and \$38 for each person 18 years and over.

**Clothing Allowance.** The clothing allowance must be calculated in accordance with need but must not exceed: \$9 for each child four years or under; \$10 for each child five to nine years; \$12 for each child 10 to 17 years; \$11 for each person 18 years and over. The clothing allowance may be issued quarterly or semi-annually if deemed appropriate by the unit administrator.

**Personal Allowances.** The monthly allowances for personal care are as follows: \$11 for each child four years or under; \$10 for each child five to nine years; \$13 for each child 10 to 17 years, and \$11 for each person 18 years and over.

The maximum for room and board was raised from \$75 to \$90 and, as before, the unit administrator may approve assistance in excess of this amount if satisfied that extreme hardships would result. Alternately, payment may be paid at the rate established by the local advisory boards provided they do not exceed \$90.

## ALBERTA

In 1973, Alberta passed The Senior Citizens Benefits Act and raised the food allowances.

**The Senior Citizens Benefits Act.** The Senior Citizens Benefits Act provides for a supplement to residents of Alberta who are receiving the Old Age Security pension and the Guaranteed Income Supplement retroactive to October 1, 1973. The payment is currently \$1 a month.

**Food Allowances.** The maximum food allowances were revised effective May 1, 1973 to take account of the increases in the cost of living. The maximum was increased to \$41 for a single male adult and to \$36 for a female, and \$71 for a couple.

The food allowances for families composed of a mother with one or more children ranged from \$53 for



mother with one child six years or under to \$213 for a mother with five dependent children aged 16 to 20 years. The maximum food allowances for families consisting of one male adult with children were \$4 higher than for families of comparable size headed by a woman.

For families with two adults, the food amounts ranged from \$87 for families with one child six years or under to \$248 for families with five dependent children aged 16 to 20 years.

If there are six or more dependent children, the additional amounts added for the sixth and each subsequent child were as follows: \$18 for a child six years or under; \$25 for a child 7 to 11 years; \$33 for a child 12 to 15 years and \$37 for a child 16 to 20 years.

Some of the extra allowances that may be provided upon medical recommendation were amended. The allowances for persons with tuberculosis and those requiring a high protein diet were raised to \$9 a month, and those requiring a restricted sodium diet to \$5. The extra allowances for pregnant women and for persons needing a gluten free diet were raised to \$9 and \$10, respectively.

The diabetic diet allowance was amended so that it was based on the calorie count. For a single person, the full food rate authorized was \$47 for a 1,500 calorie diet, \$57 for a 2,000 calorie diet and \$70 for a 2,600 calorie diet. For family units of two or more persons with a male recipient \$6, \$13 or \$24 could be added to the food rate, depending on the number of calories required. For family units with a female recipient, the amounts added were \$10, \$17, or \$28.

## BRITISH COLUMBIA

Among other changes, British Columbia in 1973 renamed the Department of Rehabilitation and Social Improvement, the Department of Human Resources, raised its social assistance rates, provided for the supplementation of the earnings of low-income workers and extended its Mincome program.

### SOCIAL ASSISTANCE RATES

Social assistance rates were increased to provide an effective net increase of 20 per cent effective June 1, 1973.

**Total Support.** The monthly amounts allocated for "total support" that is, the amounts which cover food, clothing, household and personal needs for the month are: \$65 for a single person, \$130 for a unit of two and \$165 for a unit of three and \$200 for a unit of four. Rates for units of five, six or seven persons are \$240, \$275 and \$305. For family units in excess of seven, \$30 is added to the support allowance for each additional person. The maximum that may be granted is for a unit of 10.

**Dietary Allowances.** The pre-natal allowance was increased to \$25 a month and, upon receipt of a doctor's certificate confirming pregnancy, is payable for up to eight months prior to confinement and four months after. The allowances for other special diets recommended by a doctor were increased to \$20 a month.

**Shelter.** The shelter allowances, which include fuel and utilities, are \$75 for one person, \$120 for a family of two, \$135 for a family of three, \$150 for a unit of four, increasing by \$10 for each additional person in a unit to \$180 for a family of seven. For each additional person up to and including the tenth, the shelter allowance is increased by \$10. Ten per cent of the shelter allowance is designated for utilities and 10 per cent for fuel but the actual costs may be paid provided the maximum shelter allowance is not exceeded. Seventy-five per cent of the difference between the rent/mortgage paid (not including heat and utilities) and the appropriate shelter rate may be paid.

**Basic Monthly Maximums.** The basic monthly maximums are: \$140 for one person; \$250 for a unit of two; \$300 for three persons and \$350 for four. The maximums for units of five, six or seven persons are \$400, \$445, and \$485, respectively.

**Board and Lodging Rates.** For assistance recipients who are paying board or lodging, the amount payable is the actual cost plus an allowance for personal needs of \$40 a month for each adult and \$25 for each dependent child. The combined allowance must not, however, exceed the relevant basic monthly maximum.

**Allowable Assets.** The limitations on liquid assets was raised to \$1,000 for married couples or family situations. The maximum for single persons, except transients, is \$500. Formerly the exemption was \$500 for unemployable persons; there was no exemption for young single applicants or to families with short-term need but the local administering authority could exempt some personal assets, up to \$500 if real hardship could result or if wise case planning justified some exemption.

### LOW INCOME EARNERS

Effective June 1, 1973, the Department of Human Resources, which had previously not supplemented the wages of full time workers except in cases of extreme hardship, changed its policy and began to supplement the wages of low income workers up to the level of social assistance units of comparable size. In determining need, net earnings are considered, that is, actual take-home pay or earnings after deduction of income tax and other statutory deductions, superannuation or company pension plan deductions. Persons who work full time, that is, 35 hours or more a week are not, however, eligible for the earnings exemption allowed persons who work less than half time—\$50 a month for a single person and \$100 a month for a family head.

### MINCOME

The term "Mincome", which originally applied to the program under the Guaranteed Minimum Income Assistance Act guaranteeing a minimum income of \$200 a month to recipients of the federal Guaranteed Income Supplement, was extended and the guaranteed minimum was raised. It now applies also to persons under the Handicapped Persons Income Assistance Act, that is, recipients of Blind or Disabled Persons Allowances, recipients of social assistance who qualified for handicapped persons assistance, persons 65 years or more ineligible for the Old Age Security pension and a new group—persons aged 60 to 64 years inclusive. A press release of August 23, 1973 stated at least 18,000 to 21,000 persons would benefit by this extension to the 60-64 age group. These people (many of them single) were not employable or had inadequate pensions because of early retirement due to ill health or broken work records, the release said.

Both the age benefit and the handicapped benefit were raised to \$209.02 a month for single person and \$418.04 for a couple if both are eligible, effective October 1, 1973. The income ceilings were further increased to \$213.85 for a single person and to \$427.70 for a couple if both spouses are eligible effective January 1, 1974.

Fifty dollars of a workmen's compensation benefit or a war disability benefit is to be exempt when calculating the amount of income assistance a person may receive under the new 60 to 64 age benefit. Social assistance may be granted on behalf of a spouse and of dependent children.

(Until her untimely death on May 1, 1974, Miss Plunkett was employed in the Policy and Program Development and Coordination Branch, Department of National Health and Welfare.)



## 50 YEARS AGO

On April 29, 1924, Prime Minister W. L. Mackenzie King moved a resolution for the appointment of a special House of Commons committee to conduct an inquiry into an old age pension system for Canada. The action taken by Parliament and the schemes established in other countries were summarized in the June 1924 number of **The Labour Gazette**.

Labour representatives favoured the establishment of an old age pension system, but the railroad brotherhoods stated that they would be unwilling to replace their present pension system with a general one created by Parliament.

The committee appointed in 1924 published a review of legislation establishing old age pension systems in Great Britain, Australia, New Zealand, Belgium, France and Italy, together with copies of the laws passed in 1923 in the states of Montana, Nevada and Pennsylvania, and of the bill introduced in the United States Congress in February, 1924.

Non-contributory schemes had been established in 1908 by three American states, by Great Britain and by Australia. Similar schemes were set up in New Zealand in 1913

and in Belgium in 1920, the cost of the pensions being met by the state. In France and Italy, the principle adopted was that of insurance, the fund made up of contributions subsidized by the state.

In 1924, systems of compulsory old age insurance, usually assisted by the national treasury, were in operation in France, Germany, Iceland, Italy, Luxembourg, Netherlands, Portugal, Roumania, Serbia, Spain, Sweden and Switzerland. The non-contributory system had been adopted in Denmark and Uruguay as well as in Great Britain, Australia, New Zealand, Belgium and the three American states.

The pensionable age varied from 60 to 70 years, Great Britain, Montana and Pennsylvania imposing the higher age limit, and France and Nevada the lower. In Italy, Belgium, Australia and New Zealand the age at which a pension was payable was 65 years, but women were pensioned at the age of 60 in Australia and New Zealand.

In Britain, 56 per cent of the population over 70 years of age, or slightly over 2 per cent of the entire population, were receiving pensions in 1919. In Australia the figure was 1.86 per cent, and in

New Zealand, 1.65 per cent. The lower age limit increased the number of pensioners in these countries as compared with Britain, but the better financial condition of the poorer people in Canada enabled a larger percentage to be self-supporting.

The population of Canada in 1921 was 8,788,483, of whom 419,107 were 65 years of age or over. If the same proportion of the population had been pensionable as in Australia, the number would have been 163,465. If the rate used in New Zealand had been applied to Canada, the number of eligible pensioners would have been 145,099.

In February, 1924, a bill to provide old age pensions for persons over 60 years of age was introduced in the United States Congress and referred to the Committee on Labour, but no further action was taken regarding it. The maximum pension that could have been granted under this bill was \$8 a week payable to those whose weekly income did not exceed \$8. Persons with an income of more than \$12 a week were not pensionable, but those whose income was between \$10 and \$12 would have been given a weekly pension of \$4.



# BOOK REVIEW

## LABOUR AND THE MULTINATIONALS

**Capital, Inflation and the Multinationals**, by Charles Levinson, 1971, George Allen and Unwin, 229 pp; **International Trade Unionism**, by Charles Levinson, 1972, Ruskin House Series in Trade Union Studies, George Allen and Unwin, 402 pp; and **Industry's Democratic Revolution**, edited by Charles Levinson, 1974, Ruskin House Series in Trade Union Studies, George Allen and Unwin, 350 pp.

by JOHN MAINWARING

These three books together set out the basic thought and concepts of this expatriate Canadian trade unionist, who for many years has been a major theorist of the rise of the multinational enterprise (MNE) and an activist in the development of a trade union response to this phenomenon.

Having lived abroad for more than 20 years, Levinson is less well known in Canada than in Europe, where he is in great demand for interviews on television and in the press, and is a frequent lecturer at academic and intellectual conferences. As far back as the 1950s,

when he was deputy general secretary of the International Metalworkers Federation, Levinson was documenting the activities of MNEs and working to awaken opinion and stimulate the trade union response. For the past 10 years he has been Secretary-General of the International Federation of Chemical and General Workers' Unions (ICF) with headquarters in Geneva, whose "three-phase" strategy in dealing with MNEs is summarized below. (Canadian affiliates of the ICF, with membership totalling around 75,000, include the United Paperworkers' International Union, the International Chemical Workers' Union and the United Glass and Ceramic Workers.)

Levinson's approach to the MNE is positive. He believes that the influence of multinational enterprises will continue its rapid growth of recent years. As these enterprises, he feels, have obvious advantages in organizing the world global economy, the trend should not be resisted. The desirable policy should rather be of understanding the nature and significance of MNE operations and seeking to ensure that workers share appropriately in the advantages.

He argues that in the new international economic environment increasingly dominated by the multinationals, attempts by national governments to manage their economies by Keynesian methods and their international trade relations by traditional trade theories are obsolete and unrealistic. Governments will need to adjust their policies to take account of the relative imperviousness of the large corporations to such blunt weapons which, however, can inflict wounds elsewhere in the economy.

Although the concepts explored in the three books overlap to some extent, the first is primarily devoted to the role of multinationals in the spread of inflation. At a time (1970-71) when wage costs were being widely cited as the major cause of inflation, Levinson called attention to the worldwide scarcity of capital, which, he insisted, was a much more significant factor. He argued that the main objective of large corporations had become not so much to optimize their profits as to achieve growth.

"This stems from the change in the ownership of industry and the uncoupling of management from stockholders. Entrepreneurs or stockholders traditionally have sought to accumulate private wealth or property, which implies taking profits out of the business for personal use and possession. But the new controllers of industry, financial institutions, holding companies and the like, as well as their professional management, are concerned instead with growth and expansion. And "corporate growth is like drug addiction: the stronger it gets, the greater the need and dependency. Both have exploded into social epidemics and seem in danger of getting out of control..."

"The entire problem is exacerbated by growing international competition for funds, especially to finance overseas expansion, and an inadequate, inequitable institutional system for raising and allocating capital."

By the end of the 1960s "the demand for capital outstripped supply and chased interest rates through the roof. This gap in capital supply and demand will become greater in the 1970s and make capital the most sought after and consequently scarcest factor of the economy..."

"As interest rates rise and external credit lines dry up, companies are compelled to seek greater internal liquidity by upping prices. The terminal effects of deflationary fiscal and monetary policy at a certain stage thus become self-negating and the reverse of what is sought. Instead of a fall in demand with sales damping prices and lowering the rate of capital spending, prices rise to sustain investment. All higher short-term material and labour costs in cash-flow management are carried over into prices, in order to protect long-term capital needs." This, he argues, is feasible because of "the general price inelasticity of most consumer products and the administered price systems pervasive throughout industry."

Levinson concedes that "wage costs, consumer demand, excessive expansion of the money supply are undoubtedly influential in raising prices, once inflation is under way. However, they are derivative, not primary or causal factors of the contemporary inflation. They are the symptoms of the condition, not the fundamental cause, which is to be found in the structural changes resulting from the high technology and long-term multinationalism of private capital investment."

Levinson's second book, **International Trade Unionism**, resumes the theme of the first and goes on to deal in much greater detail with the trade union response. "It cannot be expected that workers will forever agree to the amassing of huge surpluses for investments and tremendous growth in a corporation's assets without demanding their share, because this is where the great injustice resides."

Levinson describes a "three-step process" to illustrate "the probable trade union route towards the creation of an international, global counter-force to the multinational corporation."

"The first stage is companywide support of a single union in one country in a dispute with foreign subsidiaries." This stage, he points out, is already widespread and is promoted through international federations such as the International Metal Workers Federation, International Food and Allied Workers, International Transport Workers, etc. as well as the ICF, his own organization. He gives various examples of the process in action.

"The next quantum jump is to the level of multiple negotiations with a company in several countries at the same time. Here the function is to co-ordinate pressure and support behind the different national unions bargaining with a company. This need not involve all the plants nor even a majority of them. Claims or demands are not identical but, as is customary, based upon national circumstances and policies. The objective here is to muster more effective international strength to counteract the

advantages of the multinational company. Such concertation could include: creation of a standing co-ordinating committee; agreement to support strikes materially in one or more countries in case of need; agreement to prevent transfer of production from foreign plants; refusal of company requests for more overtime in company plants not on strike; and conducting information and consumer campaigns against the company in order to enlist worldwide support, particularly if it produces consumer products.

"The third stage is the decisive one of integrated negotiations around common demands. This would involve the parent and all or only some of the subsidiaries. Similar wage rates would be difficult to achieve at the outset but proportionate increases could be sought. More reasonably, demands would concern job security, salary systems, pension programmes, training and retraining, industrial democracy and asset formation. Such a strategy necessarily depends upon the degree of union strength, the industrial relations history and the structure of the company's operations..."

"There is little doubt," Levinson states, "that such a programme is perhaps the single most important task of the international movement as a whole in the immediate future... The difficulties lie largely with unions themselves, in their ability to really turn from purely national commitments and concerns to more international ones. For many organizations, the basic purpose of the international trade secretariats (ITSs) is to help bolster the strength of national affiliates, rather than to develop more meaningful international co-operation. But national

trade union problems are increasingly going to be sharpened by the impact of the internationalization of industry. Developing a truly international force has become a condition for national trade union survival."

In attempting to summarize even the broad thrust of Levinson's thought the reviewer runs into the problem of the variety of topics handled, even though the themes are closely interwoven. Suffice it to say that the second book also contains interesting ideas and information on industrial democracy, asset formation, and technological unemployment and retraining, and a particularly valuable chapter charting the move of the multinationals into Eastern Europe, the growth of East-West trade and its implications for the union movement.

Industrial democracy is the theme once again in the third volume, an anthology to which he contributes an introduction, or "overview". This volume contains 14 articles dealing with 11 different countries in Europe and North America.

The Canadian contribution comes from Henry Lorrain of the United Paper Workers International Union. Lorrain argues that "just as there are matters now subject to collective bargaining which were heresy two or three decades ago, so there are prerogatives of management today which must yield to bilateral decision-making. Our position will be to oppose firmly any arbitrary limitations on collective bargaining and the obvious implications which limit the ability of the union to protect its members in their work life."

The various other authors describe developments and aspirations in the following countries: Federal Republic of Germany, France, Yugoslavia, Israel, Norway, United Kingdom, Sweden, Austria, Switzerland and the United States. Levinson notes that all the contributors are "activists and practitioners of power. Among them are leaders of some of the most powerful and influential trade union organizations in the world."

Levinson's "overview" puts emphasis on the problems faced by workers in individual enterprises. "The conventional structures and decision-making processes of the enterprise have," he argues, "become obsolete. The culture of factory and office has not evolved in compatibility with the widening cultural expectations of society. The personality, intelligence and life style of people who in the past were referred to as 'the masses' are no longer in tune with work systems which were developed from that perspective. Increased social awareness, wider communication and greater social mobility have come hand in hand with the expansion of the production systems to their natural boundaries at the global frontier. . . Especially for the younger people, who have no history of deference, repetitious, boring work carried out under adverse physical conditions usually inimical to physical and mental health and organized primarily for the benefit of machine utilization and productivity is in conflict with their living habits, values and expectations . . .

"The new drive, as expressed formally in the great majority of the national demands of unions for democratizing industry, is for the right of workers' representatives to participate directly, usually on a basis of parity, in the decision-making process at plant level on questions of economic production as well as personnel problems while mere rights of consultation are recognized as insubstantive. At the same time, there is an effort to establish the right of representative participation by the workers at the board or top management levels, whether on a minority basis or parity basis. This symbiotic extension of participation at the centre and at the local level creates the link-up between, for example, promoting the workers' voice in the elaboration of investment and production plans and maintaining direct involvement in their effective application at the workplace."

The succeeding articles in the volume describe the variety of forms through which this general sort of objective is pursued under differing national conditions.

An important feature of all three books is the continual illustration of theory by reference to specific activities of individual corporations. The quantity of such specific references is impressive; the weaving of the information into an integrated pattern of behaviour calling for a sophisticated response is the remarkable achievement of this notable Canadian international activist.

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## BRITISH COLUMBIA—POLITICS AND GOVERNMENT

3. **Robin, Martin.** Pillars of profit; the Company Province, 1934-1972. Toronto, McClelland and Stewart [c1973] 351p.

## COLLECTIVE AGREEMENTS

4. **American Federation of Labor and Congress of Industrial Organizations. Industrial Union Department. Data Center.** Comparative survey of major collective bargaining agreements, manufacturing and non-manufacturing. March 1973. Washington [1973] 121p.

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# PRICES AND EMPLOYMENT

## CONSUMER, MARCH

The consumer price index (1961=100) increased 1.0 per cent to 160.8 in March from 159.2 in February, mainly because of a rise of 1.4 per cent in the food index. All major components advanced, despite a decline in meal prices, a 1.8 per cent increase in the housing element and an advance of 1.8 per cent in the clothing index. The recreation, education and reading index rose 0.5 per cent, and that for tobacco and alcohol, 0.4 per cent. The transportation and health and personal care components rose 0.3 per cent. In March, the price level of all items other than food was 0.8 per cent higher than in the previous month. The all-items index was 10.4 per cent above its level of a year ago.

The food index increased 1.4 per cent to 180.5 in March from 177.9 in February mainly because of a 1.5 per cent rise in the retail price level of food for home consumption; food eaten away from home advanced 1.2 per cent. Except for beef and pork quotations, which declined, prices for all important groups of home-consumed foodstuffs advanced—sugar and related items and fresh vegetables being responsible for the increase.

Sugar prices rose a further 30 per cent in March—more than doubling in the last three months. Fresh vegetable prices advanced more than 8 per cent, with potatoes, lettuce and cabbage accounting for most of the increase. With an increase of 4 per cent in bread prices, the cereal and bakery products index advanced 2.9 per cent. Dairy products recorded a rise of 1.4 per cent. Margarine prices, increasing for the seventh successive month, advanced more than 7 per cent and were 42 per cent higher than a year ago. Soft drinks and other beverages, frozen and convenience foods, as well as processed fruit and vegetables, also advanced. In contrast, the level of beef prices was 1.6 per cent lower than in February but 22 per cent above its level of March 1973. Pork prices declined 2.6 per cent in the latest month. Between March 1973 and March 1974, the total food index and its component for home-consumed food each increased 18.6 per cent. Food consumed away from home advanced 18.1 per cent.

The housing index rose 0.8 per cent to 160.7 from 159.4 because of increases of 0.6 per cent in shelter and 1.2 per cent in household operation. The home ownership

component advanced 0.8 per cent, mainly because of increases in indexes for mortgage interest, new houses and owner repairs. Rents increased 0.2 per cent. All major groups within household operation recorded increases. Prices, on the average, rose 2.3 per cent for furniture and 2.7 per cent for appliances. Domestic gas rates increased in Vancouver and electricity rates advanced in some smaller Ontario centres. General increases were recorded for linen, draperies, floor coverings and tableware. Household supply items advanced 1.7 per cent as all items surveyed registered increases. Higher appliance repair charges in most centres were responsible for an increase of 0.7 per cent in the household services index. The housing index was 7.5 per cent above its level of a year ago.

The clothing index advanced 1.8 per cent to 148.1 from 145.5, and was 10.1 per cent higher than a year ago. Widespread increases for many items were responsible for the latest increase that reflected, in part, higher prices for such materials as synthetic fabrics, cotton and wool. The men's wear component advanced 1.9 per cent and that for women's wear, 1.3 per cent. The clothing services component rose 4.4 per cent because of general increases for laundry, dry cleaning and shoe repairs. Prices for children's clothing increased 2.5 per cent and footwear quotations advanced 0.9 per cent.

The transportation index rose 0.3 per cent to 144.2 from 143.8 as increases were recorded in private and public components. Higher prices for new cars were responsible for the increase in private transportation. Gasoline prices declined slightly in several cities as reductions were recorded in some outlets, but motor oil quotations rose in several centres. Higher plane fares on domestic flights and increased local transit fares in some cities were responsible for an advance in the public trans-

portation component. The transportation index was 7.7 per cent above its level of a year earlier.

**The health and personal care index rose 0.3 per cent** to 163.5 from 163.0, with increases of 0.3 per cent for personal care and 0.2 per cent for health care. Toiletry prices advanced 0.7 per cent and pharmaceutical quotations rose 0.4 per cent as increases were recorded for prescribed and some non-prescribed medicines. In the latest 12 months, the health and personal care index increased 7.0 per cent.

**The recreation, education and reading index rose 0.5 per cent** to 150.6 from 149.8 mainly because of widespread increases in television repair charges. The price of phonograph records increased in many centres and newspaper subscription rates advanced in some smaller Ontario centres. The index was 5.7 per cent above its level of a year ago.

**The tobacco and alcohol index rose 0.4 per cent** to 139.3 from 138.8 mainly because of increases in the price of beer consumed in licensed premises in Québec City, Montreal and Ottawa.

Consumer price movements, reclassified by goods and services, give **another view of the incidence of price change.** In March, the total goods index advanced 1.1 per cent, the main impetus coming from non-durable goods that rose 1.1 per cent, primarily because of higher prices for food and domestic supplies. The index for semi-durable goods rose 1.5 per cent, because of higher clothing quotations, and the component for durable goods advanced 1.0 per cent as a result of increased prices for appliances, furniture and furnishings. The services index rose 0.6 per cent as increases were recorded in the shelter, health, personal care and clothing elements. Between March 1973 and March 1974, the total goods index advanced 12.5 per cent and that for services 6.3 per cent.

## EMPLOYMENT, MARCH

**In the week ended March 16, there were 9,331,000 persons in the labour force—8,732,000 were employed and 599,000 were unemployed,** Statistics Canada estimated.

**The level of employment on a seasonally-adjusted basis** increased for the sixth consecutive month, reaching a level of 9,059,000 in March, an increase of 38,000 from February. Employment among married men 25-54 declined by 25,000 to 3,229,000; among married women 25-54, it increased by 14,000 to 1,330,000. For persons age 14-24, employment increased by 19,000, reaching a level of 2,403,000. Increases in seasonally-adjusted employment were recorded in Ontario (14,000), British Columbia (9,000), and Québec (5,000). Employment decreased in the Atlantic region by 4,000, and in the Prairie region by 4,000; the decline in the Prairies followed six months of increases. There was an increase of 83,000 in full-time seasonally-adjusted employment, to a level of 7,890,000, and a decline of 37,000 in part-time seasonally-adjusted employment, to 1,168,000. These changes were distributed between both sexes.

**Seasonally-adjusted unemployment** decreased by 16,000 to a level of 514,000. For persons age 14-24, there was a decline of 21,000 to a level of 250,000. For married men 25-54, the level declined by 4,000 to 111,000. For women 25 years of age and over, unemployment increased by 7,000 to 69,000. By duration, short-term seasonally-adjusted unemployment (unemployed less than four months) declined by 13,000 to 168,000.

**The unemployment rate,** seasonally-adjusted, declined by 0.1 to 5.4. In British Columbia and Québec there was a decrease of 0.3 in the rate; in the other regions there was little or no change. By age group,

the seasonally-adjusted unemployment rate for persons age 14-24 decreased by 0.8 to 9.4 in March. It remained at 3.8 for persons age 25-54.

**The participation rate,** seasonally-adjusted, remained at 58.3 in March. A decrease of 0.2 occurred for men 25 years of age and over and also for persons 14-24; a slight increase, 0.1, occurred for women 25 years of age and over. Regionally, the rate declined in the Atlantic, 0.7, and in the Prairies, 0.3, and increased in Ontario, 0.2. There were marginal changes in British Columbia and Québec.



# DECISIONS OF THE UMPIRE

## CUB 3327

The claimant in this case gave a 'perfectly rational and understandable explanation of his failure to make a claim in the prescribed time,' being unaware that, in 1971, there had been a change in the legislation that allowed a claimant to obtain benefit when he was off work because of sickness or injury. 'In my opinion,' said the Umpire, 'in cases arising under subsection 20 (4) (of the Unemployment Insurance Act) the particular facts must be closely examined to ascertain whether it is proper, in the circumstances, to hold that ignorance of the right to make a claim, or of the deadline for making it, is not 'good cause' for permitting ante-dating. To apply the proposition, almost as a matter of course, as I conceive the board did here, is error.'

This is an appeal by the Union on behalf of the claimant from a unanimous decision of a board of referees that upheld a ruling by an insurance officer that the claimant was not entitled to ante-date his claim for benefit to October 8, 1972.

The claimant worked for the Mines for almost 21 years, his last period of employment commencing January 2, 1972. On Sunday, October 8, 1972, he injured his left arm while working on his farm. He was not hospitalized but was unable to work. He was cleared for work by his doctor on Friday, November 24, 1972, and on that date obtained a medical certificate, required by his employer before he could return to work. On the same day he went to his union's office where he explained what had occurred. Union officials advised him that he should have been receiving unemployment insurance benefits. The claimant said he did not know that he might be entitled to benefit while unemployed because of an injury sustained elsewhere than at the job. On November 27, he applied for benefit but was refused. The board of referees, in rejecting the appeal, said in part:

"The claimant requests that this claim be ante-dated from October 8, 1972 to November 12, 1972. However, he does not establish good cause for delay in making claim. His period of incapacity has been accepted from November 12, 1972 to November 25, 1972. There is no evidence to support his

claim—that his condition prevented him from filing his claim at an earlier date.

"The claimant has not proven he fulfilled in all respects the conditions of entitlement to benefit for the period from October 8, 1972 to November 12, 1972 and has not proven he was in a position to furnish such proof. He has not proven that throughout the whole period mentioned above he had good cause for delay in making such claim and in furnishing such proof."

Subsection 20 (4) of the Unemployment Insurance Act provides that a claim may be ante-dated, "subject to prescribed conditions," provided the claimant shows good cause for the delay.

In his reasons for decision, the Umpire said: "The claimant contends that there was 'good cause' for the delay in making his claim. He says he was unaware that there had been a change in the Unemployment Insurance law allowing a claimant to obtain benefit when he was off work because of sickness or injury. It is not in dispute that under the

former Unemployment Insurance Act the claimant could not have received benefits for an interruption of earnings caused by illness or injury. Under the present statute, which came into force on June 27, 1971, benefit is claimable in those circumstances. The claimant said he had been off work because of injury sustained at work while the former Act was in force; he understood that all he had been entitled to was workmen's compensation payments. He had also been absent because of illness when the old Act was in force; all he had received were some benefits under a sickness plan to which he paid contributions. His understanding was that he was not entitled to unemployment insurance benefits."

"He stated he did not know there had been a change in the legislation in 1971. He had not been told of any changes, nor had he seen any publicity regarding them. So far as he knew, the situation on October 8, 1972 was the same as in previous years.

"It is contended on behalf of the Commission, that the claimant's lack of knowledge of the change in the legislation is not 'good cause' sufficient to warrant ante-dating of his claim. Reliance is placed on the so-called maxim or principle that ignorance of the law is no excuse and on previous decisions of umpires dealing with ante-dating, when that principle has been referred to. As I understand the reasons of the board, it was felt 'good cause' had not been established. The board went on to say there was no evidence that the claimant's condition (I assume the board meant his injury) had prevented him from filing his claim at an earlier date.

"In my view, the board was in error in law. The claimant's position was that he was unaware he had the right to make a claim, not that he was physically unable to present one. There may be many other facts on which 'good cause' can be established, other than physical inability to present a claim.

"If the board considered also that ignorance of the law could never be just cause, then again I am of the view the board was wrong in law. Undoubtedly, there is a theory that ignorance of the law is no excuse . . . I am of the view that it is not a principle necessarily of general application. The particular circumstances of the case must always govern. The so-called principle had its origins in criminal law. Early in legal history it was recognized it was generally not a defence to a criminal charge or a prohibited act to plead that the perpetrator did not know the act alleged was illegal, or contrary to the law. The alleged maxim that everyone must be deemed to know the law was imported into civil cases, with confusing and unfortunate results. The best illustration is in the tortured area of recovery of money paid under a mistake of fact or under a mistake of law.

"To my mind, there are substantial distinctions when one is dealing with ante-dating under subsection 20 (4). Generally speaking there can be little prejudice to the Commission and its fund if a claim is late-filed.

"In my opinion, in cases arising under subsection 20 (4), the particular facts must be closely examined to ascertain whether it is proper, in the circumstances, to hold that ignorance of the right to make a claim, or of the deadline for making it, is not 'good cause' for permitting ante-dating. To apply the proposition, almost as a matter of course, as I conceive the board did here, is error.

"The decision of the Umpire in CUB 3099 was pressed upon me. The claimant there had been dismissed as a store manager. He delayed filing his claim for almost 13 weeks. He pleaded ignorance; that he did not know that while unemployed as a result of being 'fired' he might be entitled to benefit. The board upheld the insurance officer's refusal to ante-date the claim, and the board's decision was affirmed by the Umpire. I do not dissent from the result reached; I think it to be correct. The particular facts must be considered. It seems to me the board considered, and the Umpire agreed, that it was unreasonable that someone in the plaintiff's position should not have known or should have shortly ascertained he was entitled to benefit.

"In this appeal, the claimant gave a perfectly rational and understandable explanation of his failure to make a claim in the prescribed time. I need not repeat the evidence. For the reasons I have given the decision of the board of referees is reversed and the ruling of the insurance officer is set aside with a direction that the claimant's claim be ante-dated to October 8, 1972."

# CONCILIATION

During March the Minister of Labour appointed conciliation officers to deal with the following disputes:

Les Services Menagers Roy Ltée, Montréal, Qué., and le Syndicat général du cinéma et de la télévision (CSN) (Conciliation Officer: S. T. Payne).

Robin Hood Multifoods Ltd., Montréal, Qué., and le Syndicat national des employés de Robin Hood Multifoods Ltd. (Conciliation Officer: J. J. de Gaspé Loranger).

Alaska Trainship Corporation, New Westminster, B.C., and Seafarers' International Union of Canada (Conciliation Officer: G. W. Rogers).

Northern Telephone Limited, Newmarket, Ont., and Communications Workers of Canada (representing a unit of office, plant, installation and maintenance employees) (Conciliation Officer: H. Hulse).

Eastern Canada Towing Limited, Halifax, N.S. (formerly MIL Tug and Salvage Ltd.) and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Officer: R. L. Kervin).

Northland Navigation Co. Ltd., and Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officer: G. W. Rogers).

Nordair Limited, Montréal International Airport, Dorval, Qué., and Canadian Air Line Pilots Association (Conciliation Officer: R. N. Gray).

St. Charles Transportation Company Limited, Québec City, Qué., and Canadian Merchant Service Guild (Eastern Branch) (Conciliation Officer: M. Archambault).

Voyageur Colonial Limited, Ottawa, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of drivers, ticket clerks and baggage room employees) (Conciliation Officer: G. R. Doucet).

Pacific Western Airlines Ltd., and Canadian Air Line Employees' Association (representing a unit of traffic and reservation agents, teletype operators and station attendants) (Conciliation Officer: D. H. Cameron).

Maple Leaf Mills Ltée, Montréal, Qué., and le Syndicat National des employés de la Meunerie Maple Leaf Mills Ltée (Conciliation Officer: J. J. de Gaspé Loranger).

Upper Lakes Shipping Ltd., Toronto, Ont., and Canadian Maritime Union, Local 401, Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: T. B. McRae).

Charterways Co. Limited and General Truck Drivers' Union, Local 938 (representing a unit of regular part-time school bus and charter drivers based at Bowmanville, Ontario) (Conciliation Officer: H. A. Fisher).

**Settlements by conciliation officers.** Delta Cable Television Ltd., Delta, B.C., and International Brotherhood of Electrical Workers, Local 213 (representing a unit of installers, technicians and supervisors) (Conciliation Officer: A. A. Franklin) (LG, May, p. 382).

National Harbours Board, Québec City, Qué., and Public Service Alliance of Canada (representing a unit of security guards) (Conciliation Officer: J. J. de Gaspé Loranger) (LG, May, p. 382).

Robert Sentineal Moving & Storage Ltd., Niagara Falls, Ont., and Teamsters Local 879 (representing a unit of drivers and helpers) (Conciliation Officer: H. A. Fisher) (LG, May, p. 382).

United Keno Hills Mines Limited, Elsa, Y.T., and United Steelworkers of America, Local 924 (representing a unit of production and maintenance employees) (Conciliation Officer: D. S. Tysoe) (LG, May, p. 383).

B.D.C. Ltd., Toronto, Ont., and International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, Locals 938, 91, 931, 141, 879 and 880 (representing certain employees working in the Provinces of Ontario and Quebec) (Conciliation Officer: T. B. McRae) (LG, April, p. 304).

Arrow Transfer Company Ltd., North Vancouver; Bekins Moving and Storage Company Limited, Vancouver; Commercial Truck Company Limited, New Westminster; Hill Security Ltd., North Vancouver; O.N.C. Motor Freight System, Burnaby; Soo-Security Motorways Ltd., Burnaby;



T.I.M.E.-D.C. Inc., Burnaby and Van-Kam Freightways Ltd., Burnaby and General Truck Drivers and Helpers, Local 31 and Teamsters Local 213 (Conciliation Officer: D. H. Cameron)(LG, April, p. 304).

British Columbia-Yukon Railway Company and British Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing a unit of employees engaged in the servicing of track and classified as foremen, sectionmen and bulldozer operators)(Conciliation Officers: D. H. Cameron and R. F. Langford)(LG, April, p. 304).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Halifax, N.S., and International Longshoremen's Association, Local 1341 (checkers)(Conciliation Officer: C. A. Ogden)(LG, April, p. 304).

British Columbia-Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing a unit of employees engaged in the preparation and serving of food at the company's eating house at Bennett, B.C., and its section houses at White Pass and Pennington, B.C.) (Conciliation Officers: D. H. Cameron and R. F. Langford)(LG, April, p. 304).

**Dispute following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).**

Canadian Lake Carriers Association, Montréal, Qué., (representing certain member shipping companies) and Seafarers' International Union of Canada (Conciliation Officer: G. R. Doucet) (LG, May, p. 382).

**Conciliation commissioner appointments.** Cargill Grain Company Ltd., Baie Comeau, Qué., and le Syndicat national des employés de cargill Grain Company Ltd. (CSN) (Conciliation Commis-

sioner: Professor Jean Paul Deschenes) (LG, May, p. 382).

United Air Lines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers (representing a unit of employees classified as ticket sales, customer service and air freight agents) (Conciliation Commissioner: Hugh G. Ladner) (LG, May, p. 382).

Western Cartage & Storage (1962) Limited, Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: T. H. Miller) (LG, April, p. 304).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Hugh G. Ladner)(LG, April, p. 304).

CHLT Radio Sherbrooke Ltée; CHLT Tele-7 Ltée and CKTS Radio Sherbrooke Ltée, Sherbrooke, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: Pierre Dufresne)(LG, Feb., p. 149).

Kenwood's Moving and Storage Limited, Montréal, Qué., and Cartage and Miscellaneous Employees' Union, Local 931 (Conciliation Commissioner: Judge Maynard B. Golt, Q.C.).

**Conciliation commissioner settlements.** Channel Seven Television Limited (CKY-TV), Winnipeg, Man., and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: R. A. Gallagher, Q.C.) (LG, May, p. 383).

Transair Limited, Winnipeg, Man., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Dr. Arjun P. Aggarwal) (LG, May, p. 383).

**Settlement in post-conciliation board negotiations.** Great Lakes

Pilotage Authority Ltd., Cornwall, Ont., and the Corporation of Professional Great Lakes Pilots (representing a unit of Canadian licensed ships' pilots)(LG, May, p. 384).

**Strike action following conciliation board procedure.** Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B., and International Longshoremen's Association, Local 1764 (Checkers)(strike commenced on March 9, 1974 and terminated on March 18, 1974)(LG, May, p. 384).

**Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations).** Canadian Lake Carriers Association, Montréal, Qué., (representing certain member shipping companies) and Seafarers' International Union of Canada (Mediators: G. R. Doucet and S. T. Payne)(See above).

Air Canada and Canadian Air Line Employees' Association (representing a unit of passenger and communications agents) (Mediator: Stanley H. Hartt) (LG, May, p. 384).

**Strike action following appointment of mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations).** Air Canada and Canadian Air Line Employees' Association (representing a unit of passenger and communications agents)(rotating strike action commenced March 11, 1974 and terminated March 16, 1974)(see above).

**Settlement by mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations).** British Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing employees in the train and engine service in the Yukon Territory)(Mediator: D. H. Cameron)(LG, May, p. 384).

# ABOUT STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended March 16, 1974		9,331	+ 0.3	+ 3.7
Employed.....	March	8,732	+ 0.7	+ 4.1
Agriculture .....	"	424	+ 6.0	- 1.2
Non-agriculture .....	"	8,308	+ 0.5	+ 4.4
Paid workers .....	"	7,744	+ 0.4	+ 4.3
At work 35 hours or more.....	"	6,877	+ 0.6	+ 4.2
At work less than 35 hours.....	"	1,472	+ 0.1	+ 13.0
Employed but not at work.....	"	382	+ 4.4	- 21.2
Unemployed.....	"	599	- 5.7	- 1.5
Atlantic .....	"	90	- 5.3	+ 11.1
Québec .....	"	278	- 6.4	-
Ontario .....	"	174	- 4.9	+ 8.1
Prairie .....	"	56	- 3.4	- 24.3
British Columbia.....	"	61	- 7.6	- 17.6
Without work and seeking work.....	"	555	- 5.0	- 1.4
On temporary layoff up to 30 days.....	"	44	- 13.7	- 2.2
INDUSTRIAL EMPLOYMENT (1961 = 100)† .....	"	138.1	- 1.8	+ 6.9
Manufacturing employment (1961 = 100)† .....	"	130.7	- 1.3	+ 6.3
IMIGRATION .....	1st 9 months 1973	119,890	-	-
Destined to the labour force.....	"	60,892	-	-
STRIKES AND LOCKOUTS				
Strikes and lockouts .....	February	119	+ 20.2	+ 30.8
No. of workers involved .....	"	43,411	+ 76.8	+ 153.7
Duration in man days .....	"	432,870	+ 51.9	+ 158.7
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)† .....	February	163	- 1.2	+ 7.4
Average hourly earnings (mfg.)† .....	"	405	+ 2.0	+ 9.8
Average weekly hours paid† .....	"	37.9	- 5.3	- 1.6
Consumer price index (1961 = 100) .....	March	160.8	1.0	10.4
Index numbers of weekly wages in 1961 dollars (1961 = 100)† ..	February	130.6	- 4.3	- 1.2
Total labour income (millions of dollar†) .....	"	5,644.9	+ 1.0	+ 12.0
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	February	221.8	+ 0.8	+ 4.3
Manufacturing .....	"	218.8	+ 0.1	+ 3.7
Durables .....	"	254.3	- 0.8	+ 2.5
Non-durables .....	"	190.8	+ 1.0	+ 5.1
NEW RESIDENTIAL CONSTRUCTION**				
Starts .....	February	22,535	-	+ 12.3
Completions .....	"	30,109	-	+ 5.9
Under construction .....	"	166,719	-	+ 7.9

Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

Advance data.

Preliminary.

Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month of Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	Per Cent of Estimated Working Time
1969.....	566	595	306,799	7,751,880	0.46
1970.....	503	542	261,706	6,539,560	0.39
1971.....	547	569	239,631	2,866,590	0.16
1972.....	556	598	706,474	7,753,530	0.43
*1973.....	666	712	349,866	5,705,090	0.30
†1973—February.....	43	91	17,113	167,300	0.11
March.....	55	103	22,603	227,090	0.14
April.....	66	116	23,986	236,520	0.16
May.....	75	139	43,327	523,920	0.31
June.....	63	139	51,372	679,210	0.41
July.....	65	137	74,456	583,940	0.35
August.....	83	167	106,542	1,246,570	0.68
September.....	57	164	112,137	699,660	0.48
October.....	51	144	45,391	491,390	0.29
November.....	40	112	46,177	362,450	0.22
December.....	19	85	62,315	312,140	0.21
*1974—January.....	46	99	24,550	285,020	0.17
February.....	55	119	43,411	432,870	0.28

\*Preliminary. †Revised.

## STRIKES AND LOCKOUTS, FEBRUARY, 1974, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Fishing & Trapping.....	1	1	2,000	28,000
Forestry.....	—	—	—	—
Mines.....	2	5	2,443	26,670
Manufacturing.....	28	65	32,716	313,690
Construction.....	2	7	536	9,440
Transpn. & utilities.....	8	10	1,878	15,480
Trade.....	6	10	386	5,410
Finance.....	—	—	—	—
Service.....	6	15	2,554	28,800
Public administration.....	2	6	898	5,380
ALL INDUSTRIES.....	55	119	43,411	432,870

## STRIKES AND LOCKOUTS, FEBRUARY, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man Day
Newfoundland.....	2	3	900	5,66
Prince Edward Island.....	—	—	—	—
Nova Scotia.....	1	3	340	3,99
New Brunswick.....	1	3	513	1,60
Quebec.....	15	38	14,403	154,84
Ontario.....	23	40	20,714	185,02
Manitoba.....	1	4	1,087	19,97
Saskatchewan.....	1	1	50	15
Alberta.....	—	3	374	7,48
British Columbia.....	6	18	3,871	43,64
Federal.....	5	6	1,159	10,52
ALL JURISDICTIONS.....	55	119	43,411	432,87



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1974 (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
	Location			October	Accu- mulated	Termination Date	Result
<b>Fishing and Trapping</b>							
Fisheries Association of B.C., Various locations, B.C.	United Fishermen (CLC)	2,000	28,000	28,000	Feb. 10 —	Wages—	
<b>Mines</b>							
<b>ETAL</b>							
Craigmont Mines Ltd., Merritt, B.C.	Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	370	35,330	Sep. 16 Feb. 4	Wages, working conditions, job security—Binding settlement.	
Lake Dufault Mines Ltd., Noranda, Qué.	Steelworkers Loc. 6610 (AFL-CIO/CLC)	287	570	570	Feb. 4 Feb. 6	Wages—Not reported.	
<b>GENERAL FUELS</b>							
Fording Coal Ltd., (Cominco Ltd.), Elkford, B.C.	Steelworkers Loc. 7884 (AFL-CIO/CLC)	600	6,600	19,800	Jan. 1 Feb. 18	Wages, hours, working condi- tions—Increase of 33% over 2 years & other improved benefits.	
Union Gas Limited, Various locations, Southwestern, Ont.	Oil Workers Locs. 9-810 & 798 Chemical Workers Loc. 683 (AFL-CIO/CLC)	1,109	18,300	18,300	Feb. 6 —	Wages, pensions, vacations—	
<b>Manufacturing</b>							
<b>FOOD AND BEVERAGES</b>							
Christie's Bread, Div. of Nabisco Company Ltd., Toronto, Ont.	Teamsters Loc. 647 (Ind.)	571	2,860	2,860	Feb. 3 Feb. 9	Wages and fringe benefits—Not reported.	
<b>RUBBER</b>							
Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.	Rubber Workers Loc. 133 (AFL-CIO/CLC)	1,200	1,200	1,200	Feb. 28 —	Wages and fringe benefits—	
<b>TILES</b>							
J. & P. Coats (Canada) Ltd., Montreal, Que.	Centrale des syndicats démocratiques	250	5,000	8,750	Jan. 11 —	Wages—	
Kerilon Canada, Saint-Jérôme, Que.	Rubber Workers Loc. 937 (AFL-CIO/CLC)	100	360	360	Feb. 21 Feb. 26	Union recognition—Agreement reached.	
Grand'Mère Mills, Dufresne Yarns and Krinklon Dyrte Ltd. Grand'Mère, Que.	United Textile Workers Loc. 359 (AFL-CIO/CLC)	327	1,640	1,640	Feb. 22 —	Wages—	

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				October	Accu- mulated	Termination Date	
Location							Result
CLOTHING							
Manufacturers Association of Québec, Montreal, Qué.	Amalgamated Clothing Workers Various locals (AFL-CIO/CLC)	6,000	48,000	48,000	Feb. 6 Feb. 25		Wages, fringe benefits, hours of work—Wage increase of 85¢ a hr. over two years; other benefits.
Ontario Men's Clothing Manufacturers Association, Toronto and Hamilton, Ont.	Amalgamated Clothing Workers Various locals (AFL-CIO/CLC)	3,393	23,750	23,750	Feb. 14 Feb. 25		Wages—Increase of 84¢ an hr. over two years plus other benefits.
WOOD							
Canadian Forest Products, Huntting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,000	73,600	Sep. 13/72 —		Protest against the suspension of fellow workers for alleged slowdown—
Weyerhaeuser (Ont.) Ltd., Sault Ste-Marie, Ont.	Woodworkers Loc. 2-1000 (AFL-CIO/CLC)	355	2,130	14,910	Dec. 8/73 Feb. 11		Wages and vacation benefits—Settled through mediation; 2-year contract with 45¢ in the first year and 35¢ in second year.
Rayonnier Canada, Vancouver, B.C.	Workers Loc. 1-273 (AFL-CIO/CLC)	150	300	300	Feb. 1 Feb. 3		Protest walkout—Return workers.
Dashwood Industries Ltd., Centralia & Mt. Brydges, Ont.	Carpenters Loc. 3054 (AFL-CIO/CLC)	201	2,010	2,010	Feb. 15 —		Cost of living bonus—
FURNITURE AND FIXTURES							
Matelas Suprême Inc., Saint-Narcisse, Qué.	Building and Wood Workers Federation (CNTU)	110	2,200	4,180	Jan. 8 —		Wages and working conditions—
PAPER							
Scott Maritime Pulp Ltd., Pictou, N.S.	United Paperworkers Loc. 440 (AFL-CIO/CLC)	240	2,910	14,560	Nov. 23/73 Feb. 18		Wages—Two year contract with wage increase of 8.5% annually.
St. Anne Nackawic Pulp & Paper Co. Ltd., Nackawic, N.B.	United Paperworkers Loc. 219 (AFL-CIO/CLC)	375	380	1,130	Jan. 30 Feb. 2		Union not in agreement with following the contract grievance procedure—Grievance gone to arbitration.
Dennison Mfg. Co. of Canada Ltd., Drummondville, Qué.	Pulp & Paper Workers Federation (CNTU)	325	6,180	6,180	Feb. 4 —		Wages and fringe benefits—
Cie Price Ltée Kénogami, Qué.	United Paperworkers Loc. 350 (AFL-CIO/CLC)	350	350	350	Feb. 14 Feb. 15		Wages, fringe benefits and work schedule—Increase of 8.5% each year of two-year contract.

# **STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1974 (PRELIMINARY) (CONT.)**

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days	Starting Date	Major Issues	
					October	Accu- mulated	Termination Date	Result
PRINTING AND PUBLISHING								
	The Brown Brothers Ltd., Toronto, Ont.		Graphic Arts International Union Loc. 28 B (AFL-CIO/CLC)	106	110	2,180	Jan. 4 Feb. 4	Wages, fringe benefits, review of classification & shorter work week—Dispute settled—agreement reached.
PRIMARY METALS								
	Grinnell Co. of Canada, Toronto, Ont.		Steelworkers Loc. 2835 (AFL-CIO/CLC)	220	1,760	12,100	Nov. 23/73 Feb. 13	Not reported—Not reported.
	Doehler Canada, Guelph, Ont.		U.E., Loc. 553 (CLC)	144	2,880	4,180	Jan. 20 —	Wages, term of contract—
METAL FABRICATING								
	Greening-Donald Ltd., Orangeville, Ont.		Steelworkers Loc. 6266 (AFL-CIO/CLC)	100	2,000	8,200	Nov. 2/73 —	Not reported—
MACHINERY								
	Ex-cello Corporation of Canada Ltd., London, Ont.		Moulders Loc. 49 (AFL-CIO/CLC)	170	90	90	Feb. 11 Feb. 12	Interpretation of disciplinary procedure in contract—Issue given to arbitration.
	S.K.F. Canadian Co. Ltd., Scarborough, Ont.		Machinists Loc. 901 (AFL-CIO/CLC)	656	6,560	6,560	Feb. 15 —	Wages and fringe benefits—
	Howden & Parsons Ltd., Scarborough, Ont.		Boilermakers Loc. 637 (AFL-CIO/CLC)	220	1,980	1,980	Feb. 16 —	Wages and fringe benefits—
	Tecumseh Products of Canada Ltd., London, Ont.		Auto Workers Loc. 27 (CLC)	125	810	810	Feb. 20 —	Wages and fringe benefits—
	Carrier Air Con- ditioning Limited, Bramalea, Ont.		Sheet Metal Workers Loc. 575 (AFL-CIO/CLC)	153	540	540	Feb. 25 —	Wages and fringe benefits—
TRANSPORTATION EQUIPMENT								
	Motor Coach Industries, Fort Garry, Man.		Machinists Loc. 1953 (AFL-CIO/CLC)	850	15,790	64,970	Nov. 11/73 Feb. 27	Wages—Wage increase of \$1.41 to \$1.51 an hr. over a three year contract.
	AIMCO Industries Ltd., St. Catharines, Ont.		Auto Workers Loc. 199 (CLC)	140	1,390	6,430	Dec. 10/73 Feb. 18	Cost of living clause—Agreement reached; 3-yr. contract with increases totalling \$1.11.
	United Aircraft of Canada Ltd., Longueuil, Qué.		Auto Workers Loc. 510 (CLC)	2,600	52,000	101,400	Jan. 7 —	Against company's refusal to reinstate 21 suspended workers; wages—
	General Motors of Canada, Oshawa, Ont.		International Operating Engineers (AFL-CIO/CLC)	2,500	2,500	2,500	Feb. 25	2,500 auto workers respected picket lines for one day.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				October	Accu- mulated	Termination Date	
Location							Result
<hr/>							
Firestone Steel Products of Canada Ltd., London, Ont.	Auto Workers Loc. 27 (CLC)	400	800	800	Feb. 26 Feb. 28		In protest of temporary dismissed employee—Agreement reached.
ELECTRICAL PRODUCTS							
Great Lakes Carbon, Berthierville, Qué.	Metallurgists' Miners and Chemical Workers Federation (CNTU)	190	3,800	25,460	Aug. 19/73 —		Working conditions—
Westinghouse Canada Ltée Saint-Jean, Qué.	U.E. Loc. 560 (CEC)	272	5,440	17,950	Nov. 26/73		Wages, job evaluation; other provisions—
ITT, Guelph, Ont.	Steelworkers Loc. 6340 (AFL-CIO/CLC)	350	5,600	12,950	Jan. 3 Feb. 25		Wages—Agreement reached; wage increase of \$1.30 an hr. over three years.
Fabricon Mfg. Ltd., Trenton, Ont.	U.E. Loc. 554 (CLC)	109	1,200	1,640	Jan. 28 Feb. 18		Wages—Agreement reached through mediation; 52¢ increase over a two-yr. contract.
Compagnie Transformateurs Philips Saint-Jérôme, Qué.	Steelworkers Loc. 7812 (AFL-CIO/CLC)	117	1,950	2,480	Jan. 29 Feb. 18		Term of contract, wages, and other items—Agreement reached; 3-yr. contract.
Canadian General Electric Co. Ltd., Various locations, Ont.	U.E., Various locals (CLC)	6,404	77,860	77,860	Feb. 11 —		Wages, duration of contract, cost of living bonus and other issues
CHEMICAL PRODUCTS							
Canadian Safety Fuse Co., Brownsburg, Qué.	Steelworkers Loc. 14132 (AFL-CIO/CLC)	192	2,110	2,110	Feb. 4 Feb. 18		Wages and fringe benefits. Settled by mutual agreement of parties.
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Construction							
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	5,000	23,500	Oct. 17/73 —		Not reported—
Six insulation contractors, Edmonton, Alta.	Asbestos Workers Loc. 110 (AFL-CIO/CLC)	153	3,060	5,750	Jan. 3 —		Not reported—
<hr/>							
Transportation and Utilities							
TRANSPORTATION							
*Maritime Employers Association, Saint John, N.B.	I.L.A. Loc. 273 (AFL-CIO/CLC)	750	9,380	9,380	Feb. 1 Feb. 20		Wages, term of contract—2½ yr. contract reached by mutual agreement.
Roadway Transport Ltd., Oshawa, Ont.	Teamsters Loc. 938 (Ind.)	160	320	320	Feb. 6 Feb. 7		Grievance over question seniority rights—Issue settled by mutual agreement of parties.

# **STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1974 (PRELIMINARY) (CONT.)**

Industry	Employer	Union	Workers Involved	Duration in Man-Days	Starting Date	Major Issues	
	Location			October	Accu- mulated	Termination Date	Result
COMMUNICATION							
	*Thibodeau Express, Windsor, Ont.	Teamsters Loc. 880 (Ind.)	100	100	100	Feb. 6 Feb. 7	Not reported—Not reported.
	Métropolitain Sud Inc., Longueuil, Qué.	Public Service Employees Federation (CNTU)	160	320	320	Feb. 8 Feb. 12	Wages, vacations, paid holidays, fringe benefits & contract duration—Thirty month contract with wage increases.
	Laval Transit Commission, Laval, Qué.	Public Service Employees Federation (CNTU)	336	3,660	3,660	Feb. 15 —	Wages and fringe benefits—
TRADE							
	Canada Safeway Ltd., Brandon, Man.	Retail Clerks Loc. 832 (AFL-CIO/CLC)	113	1,700	1,700	Feb. 8 —	Wages—
SERVICES							
EDUCATION							
	Memorial University & other employers in Newfoundland, St. John's & other locations in Nfld.	Sheet Metal Workers Loc. 512 (AFL-CIO/CLC)	180	1,080	4,680	Jan. 4 Feb. 11	Wages and fringe benefits— Agreement reached.
	Metropolitain Separate School Board, Toronto, Ont.	Public Employees Loc. 1328 (CLC)	300	900	3,600	Jan. 21 Feb. 6	Wages and fringe benefits— Settled through mediation.
	York County Board of Education District II, Aurora, Ont.	Ontario Secondary School Teachers Federation	865	17,300	17,300	Feb. 1 —	Wages, fringe benefits and other issues—
CREATIONAL SERVICES							
	Windsor Raceway Holdings Ltd., Windsor, Ont.	Hotel Employees Loc. 743 (AFL-CIO/CLC)	133	400	400	Feb. 26	Cost of living clause and wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1974 (PRELIMINARY) (CONCL'D)

Industry			Duration in Man-Days		Starting Date	Major Issues  Result
Employer		Workers Involved	October	Accu- mulated	Termination Date	
Location	Union					

## MISCELLANEOUS SERVICES

Modern Building Cleaners, Jet Cleaning Services, Custodian Services, Fredericton, N.B.	Unorganized	120	860	860	Feb. 1 Feb. 11	Wages—Return to work.
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## Public Administration

### LOCAL ADMINISTRATION

Cité d'Alma, Alma, Qué.	Public Service Employees Federation (CNTU)	114	1,820	3,870	Jan. 8 Feb. 25	Term of agreement—Agreement reached.
City of Pointe-Claire, Qué., Pointe Claire, Qué.	Public Service Employees Federation (CNTU)	100	400	700	Jan. 29 Feb. 7	Wages—Increase of 47¢ an hr. fir year and 48¢ second yr.
City of Vancouver, Vancouver, B.C.	Operating Engineers Loc. 963 (AFL-CIO/CLC)	217	220	220	Feb. 4 Feb. 15	Wages—Not reported.
Cité de Sherbrooke, Sherbrooke, Qué.	Municipal Employees Federation (CNTU)	400	1,600	1,600	Feb. 19 Feb. 25	Wages, fringe benefits and cost living bonus — Agreement reached.

\*Federal Jurisdiction



**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

**Labour Organizations in Canada** (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1972.

**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1971.

**Wage Rates, Salaries and Hours of Labour, 1972.** An annual report which presents the results of a survey conducted at October 1 on occupational wage rates and standard hours of work in most industries and major communities in Canada. Paperback volume \$3.00. (Bilingual) Cat. No. L2-555.

**Wage Rates, Salaries and Hours of Labour, 1973.** An annual report in four volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$2.50. (Bilingual) Cat. No. L2-556.

**Working Conditions in Canadian Industry, 1972.** (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

**Productivity, Costs and Prices.** An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

**The Institutions of Industrial Relations in Continental Europe.** By Paul Malles, Economic Council of Canada. \$3.00. Cat. No. L41-1273.

## WOMEN'S BUREAU

**Women's Bureau '69.** Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

**Women's Bureau '70.** Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

**Women's Bureau '71.** Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international genres with which the Women's Bureau is closely associated. (Bilingual) Free.

**Women's Bureau '72.** Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

**Women's Bureau '73.** Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

**Women in the Labour Force: Facts and Figures** (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

**Conventions and Laws Relating To Working Women** (Bilingual). Free.

## LEGISLATIVE RESEARCH BRANCH

**Labour Relations Legislation in Canada.** A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint, published yearly, updating material in this publication, is available free on request). Price \$3.50. Cat. No. L34-2069.

**Labour Standards in Canada.** Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. L2-7/1972.

**Workmen's Compensation in Canada.** Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

## ACCIDENT PREVENTION AND COMPENSATION BRANCH

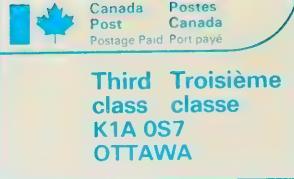
**Safety Perspective Sécurité.** Periodical designed to assist employers and employees in upgrading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

**Canada Occupational Safety Manual.** Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

**Bibliography, Occupational Safety and Health.** Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1971. Free.

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## THE LABOUR GAZETTE

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# THE LABOUR GAZETTE



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"We have established for most Canadian public employees a confrontation system that assures them they will never know how much they can get from the public purse unless they go on strike . . . . And it would be absurd to expect unions not to play according to the rules of the game." See: *Is Arbitration a Technique Whose Time Has Come?*

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Affluent North Americans "often take for granted basic rights that people in other countries have never known," wrote outgoing Canadian Labour Congress President Donald MacDonald in the March editorial of the CLC quarterly magazine **Canadian Labour**.

The entire issue was devoted to an examination of the continuing struggle being waged by working people around the world "for the basic freedoms of association, speech and assembly—freedom which our predecessors in the Canadian organized labour movement won for us many years ago. It is conjecture, MacDonald said, as to how people living under dictatorships view "strident and often violent denunciations of which could be called in some cases trivial matters," when for them similar actions would be met by instant jailing or even death.

"By attempting to cast some light on the constant and never-ending clashes that are taking place in these so-called 'enlightened' times, we may perhaps renew our realization of how rare, as well as precious, is human freedom.

"It has often been said," MacDonald summed up, "that there is no power on earth greater than an idea whose time has come; and the time has come for the idea of freedom of democratic action for all the working people of the world."

## NEWS BRIEFS

### CLC ELECTIONS

Joseph Morris, executive vice-president of the Canadian Labour Congress, was elected president of that organization at the CLC biennial convention in May. He succeeded retiring CLC president Donald MacDonald.

Elected secretary-treasurer was Donald Montgomery of Toronto, president of the Metropolitan Toronto Labour Council and Toronto-area director of the United Steelworkers of America.

Elected executive vice-presidents were Shirley Carr, the first woman to be elected to the post, and Julien Major. Mrs. Carr, Ontario president of the Canadian Union of Public Employees, filled the vacancy created by Morris' move to the top post. Major, a member of the Québec Federation of Labour, and a staff representative of the United Paperworkers International Union, defeated incumbent executive vice-president Jean Beaudry.



MORRIS



The magazine's articles examined the struggles being waged in countries or colonies spread across three continents. One article looked at the war Portugal is waging in three African colonies where there is evidence of massacred blacks and the Portuguese use of missiles.

Another story dealt with Spanish workers' struggles, through underground unions, against such multinational concerns as Canada's Massey-Ferguson Company. Others examined the outright discrimination against blacks in South Africa, the oppression and police-state tactics used in Greece, as well as the overthrow of Chilean president Allende, the hasty Canadian recognition of the new military government, and the problem of Chilean refugees.

In the same theme, the March issue of **The Canadian Magazine** carried a story on the existence and extent of torture in the world, and included capsule details of torture methods used in such countries as Brazil, Greece, Mozambique, Haiti, Iran, South Vietnam, Spain, Turkey, and the USSR.

## WAGES CLIMBING

Negotiated wage settlements, reaching the highest level in any three-month period of Canadian labour history, averaged 10.8 per cent in the first quarter of 1974. The increase more than justified late 1973 predictions that pay raises this year would be about 10 per cent.

The average increase for one-year contracts was 12.8 per cent; two-year pacts average 12.5 per cent in the first year and 9.2 per cent in the

second. Three-year settlements will average 14.5 per cent, 9.5 per cent and 9.1 per cent in each of the three years.

The reported shift of unions toward demanding one-year contracts did not materialize during the first three months of 1974. The percentage of one-year contracts signed to the end of March showed no marked departure from the number signed in 1972 or 1973.

## SEAFARERS' CONTRACT

A two-week-old strike by 3,750 members of the Seafarers' International Union of Canada ended in early April after all-night bargaining sessions led by Labour Minister John Munro. The sessions produced a contract giving the sailors shorter working hours and salary increases or benefits totalling about 37 per cent.

The two-year contract, signed by the SIU and the Canadian Lake Carriers Association and ratified by the union members, provided for a gradual reduction in the first year of the sailors' hours of work to 40 a week from 56. The men received a 15 per cent pay increase retroactive to January 11, a 10 per cent increase in the first year of the contract and a 12 per cent increase in the second year. Under the old contract, the SIU members, including seamen, deckhands, machinists, wheelmen and cooks, earned an average salary of between \$490 and \$600 for a 240-hour month.

The SIU strike came days before the opening of the St. Lawrence Seaway and threatened about 90 per cent of Canadian shipping and 66 per cent of the cargo handled between Thunder Bay and the Gulf of St. Lawrence.

## BONUS FOR PS

About 310,000 federal employees, including members of the Royal Canadian Mounted Police and the Canadian Armed Forces, have been granted a \$500 across-the-board cost of living salary increase retroactive to April 1.

The \$9.61 a week increase will not be paid to employees of government corporations such as Air Canada, the Canadian Broadcasting Corporation, or Canadian National Railways. Also exempt are government employees who are still in contract negotiations, or who ratified new contracts or were given arbitration awards after April 1, because the \$500 was taken into account in the new contracts or awards.

Treasury Board President C.M. Drury said the increase, to be paid to employees ranging from \$4,500 a year clerks to \$60,000 a year deputy ministers, was necessary to raise the pay of civil servants to levels comparable with those working outside the Government. He noted that collective agreements currently in effect, negotiated in 1971 or 1972, assumed that 1974 inflation would be about five or six per cent, figures that have been substantially exceeded.



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### EARLY RETIREMENT OFFER

In an attempt to reduce the surplus of longshoremen at three St. Lawrence River ports, the Maritime Employers Association (MEA) has offered its members cash payments to retire early.

Longshoremen who voluntarily retired between April 25 and May 17 received \$12,000; those who retired between May 18 and May 31, \$7,500. Payments of \$6,000 were made to each man who retired between June 1 and June 30, and \$4,500 will be paid to men who retire between July 1 and August 30. Men who will be 65 next January 1 are not eligible.

The MEA, representing stevedoring employers, shipping lines, and agents, found it necessary to ask for voluntary retirements because the ports of Montreal, Québec City and Trois Rivières are overstaffed by

about 400 longshoremen. A similar offer made last year in Montreal produced 560 retirements, but a total of 1,800 men still work at Montreal's port, 500 in Québec and 275 in Trois Rivières.

The surplus situation arose several years ago when MEA-member companies signed contracts guaranteeing 37 weeks of pay a year, regardless of work volume, to virtually all the longshoremen on the union rolls. Levies on cargo handled at the ports were to pay the salaries. But the trend to containerization and the increased use of tidewater ports has reduced the amount of non-container cargo coming up the St. Lawrence River.

The job security clauses will not be renewed in the MEA contracts, which are effective January 1, 1975.

### UNION SEPARATES

The first major split by the Canadian section of an international union to occur with the consent of the international executive board occurred in April, after the executive board of the New York-based United Paperworkers International Union voted unanimously to allow a referendum by Canadian workers on whether to establish a separate independent union.

More than 26,800 Canadian members voted in favour of separating the 52,000 Canadian UPIU workers from the 300,000 member parent, with 4,150 voting against the proposal. The new union will be known as the Canadian Paperworkers Union effective September 1, the official date of separation from the international

The referendum followed a growing desire within the UPIU Canadian membership for more local autonomy. Although the Canadian workers enjoyed a large degree of autonomy, they wanted the election of their own officers and the formulation of Canadian policies and strategy. The new union will consult with the international, and Joseph Tonelli, New York, UPIU president, will be the chairman of a temporary liaison committee to see the new union through its transition period.

It is not known how the new paperworkers' union will affect the UPIU rival Pulp, Paper and Woodworkers of Canada (PPWC). The PPWC, with 5,000 members, in B.C., split with the UPIU in the 1960s over the issue of Canadian autonomy, and so far has regarded the new union with a wait-and-see attitude.

## WOMEN IN WORKFORCE

More than one million women entered the Canadian labour force between 1962 and 1972, a report issued by Labour Canada's Women's Bureau has found.

There were 2.95 million women working in 1972. Ontario and Alberta had the highest percentage of working women in Canada, with about 40 per cent of the eligible women in each province either employed or seeking work in 1972. Newfoundland women were the least prone to going out to work. Most working women were between 20 and 24 years of age, and 56.9 per cent were married.

Although the majority of working women occupied clerical and service jobs, between 1962 and 1972 women have strengthened their representation in professional positions. Almost twice as many women graduated from Canadian

law schools in 1972; they made up 9.4 per cent of the graduates, as compared with 5.6 per cent 10 years earlier. The number of women in journalism increased in 1972 to 59.7 per cent from 45.5 per cent in 1962; in veterinary medicine to 8.3 per cent from 4.2 per cent; in architecture to 7.2 per cent from 2.6 per cent; and in business administration and commerce, to 9.7 per cent from 4.5 per cent.

Average hourly earnings of women in industry were consistently lower than those of men doing similar jobs, except in the synthetic textile and hotel industries. However, the report said, lower earnings did not automatically reflect sex discrimination, as differences in experience, age, education and responsibilities were also factors.

## WOMEN'S STATUS

What's Been Done? asks the Advisory Council on the Status of Women. The Council has released a report on the federal Government's implementation of the recommendations made by the Royal Commission on the Status of Women.

The answer is that about 34 per cent of the 122 Commission recommendations that fell within federal jurisdiction have been implemented, and another 30 per cent have been partially implemented. The other 35 per cent have not been put into practice, says the report, giving a detailed assessment of each of the 122 recommendations and why it has or has not been implemented.

The implemented recommendations include the amendment of the Canada Labour Code Part III (Labour Standards) to apply to all federal employees, the amendment of the Canada Labour Code Part I (Fair Employment Practices) to provide specified maternity leave, the enrollment of more women in public service management

courses, and the extension to married women of the right to join the Canadian Armed Forces.

Recommendations still to be implemented include amendment of the Criminal Code to permit abortion on the sole request of any woman pregnant less than 12 weeks, or abortion after 12 weeks under certain conditions; amendments to the Canada and Québec Pension Plans allowing the spouse remaining at home to participate in the plans, and allowing the provisions applicable to the wife and children of a male contributor to apply also to the husband and children of a female contributor.

## FEMALE POLICE

"You've come a long way, officer" might be the best way to describe the recent full-fledged female move into law enforcement. In separate but co-incident decisions, the Royal Canadian Mounted Police and the Ontario Provincial Police are now accepting qualified female applicants as recruits.

In September, women—both single and married—will join male recruits at the RCMP's Regina barracks in a six-month training course for the first time in the federal force's 101-year history. Recruits successfully completing the training rigours will then go on field duty. Uniforms for the women constables had not been announced at press time, but it is expected they will receive, in addition to their duty uniforms, modified versions of the famous RCMP scarlet tunic, complete with breeches, boots, and flat-brimmed stetsons.

A 65-year period of male domination in the Ontario Provincial Police ended in May when 15 women were accepted as police-women recruits.

The women, including a mechanic's wife, a college student,



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a boutique manager, a store detective and a factory worker, will be treated equal to and paid the same as male constables. They will carry service revolvers, billys and handcuffs, and will receive extra physical training with the emphasis on self-defense.

The women joined about 30 male recruits taking a training course in Toronto, after which they received on-the-job training in OPP detachments. Before leaving for their final postings, the recruits will attend a 12-week course at the Ontario Police College in Aylmer, Ontario and receive other training.

### WAGE EQUALITY

A total of 146 nurses aides in a Saskatoon, Saskatchewan nursing home will receive more than \$12,430 in back pay to bring their salaries up to the same level paid male orderlies.

The back pay covers a period dating back to July 1, 1973, when Saskatchewan implemented legislation requiring equal pay for men and women doing the same work in the same establishment.

### B.C. REFORMS

Substantial reforms to the British Columbia Workmen's Compensation Act, including a change in title to remove the connotation that it applies only to men, have been introduced in the B.C. legislature by Labour Minister Bill King.

The bill contains proposals for improved compensation benefits, procedural reforms, greater recognition of industrial deafness and improvements relating to industrial safety. It would also change the name to Worker's Compensation on both the act and administering board.

Death benefits on new claims will be changed from the current fixed flat rate to pensions based on either the earnings of the deceased worker or a minimum pension, whichever is greater. As well, cost of living adjustments to benefits will be made twice a year rather than annually, in order to reflect changes in the consumer price index.

### NEW FIP

Saskatchewan, in many respects a leader in implementing social assistance programs, will institute a guaranteed annual income plan in October that to date is one of the most far-reaching plans in Canada.

The Saskatchewan Family Income Plan (FIP) will make monthly payments to qualifying families with dependent children under the age of 18. An exemption level of \$4,740 has been established for a family with one child, with the level rising by \$240 for each additional child. Maximum annual payments to families at or below the exemption level is \$480 per child up to three children, and \$360 for each child thereafter. Thus, a family with one child at the exemption level of \$4,740 will receive an annual benefit of \$480; a family with two children with an exemption level of \$4,980 will receive \$960; a family with four children with an exemption level of \$5,460 will receive \$1,800 in benefits.

Families with income above the exemption level will have their benefits reduced by \$1 for every \$2 of income in excess of the level. For example, a family with three children under 18 with a total annual income, including family allowance, of \$5,220 or less, will receive the maximum FIP benefit of \$1,440. If the family's income was \$7,000 the benefits would be reduced by \$1 for every \$2 of income over the exemption level of \$5,220, or by \$890. The family would then qualify for \$550 (\$1,440 minus \$890) in benefits.

The plan also established eligibility limits, and families with income above these will not receive any benefits. The income ceiling for a family with one child under 18 is \$5,700; with two children it is \$6,900; with three, \$8,100; with four, \$9,060; with five, \$10,020; with six, \$10,980; with seven, \$11,940; with eight, \$12,900.

### ANNUAL VACATION

A provision establishing an employee's entitlement to three weeks annual vacation after working one year with the same employer was one of several amendments to the Saskatchewan Labour Standards Act recently passed by that province's legislature.

Previously, an employee was required to remain with the same employer for five years before three weeks vacation were granted.

## INFLATION WORSENING

Inflation may have seemed bad last year, but the worst could be coming this year, according to the annual economic review of the Federal Finance Department, tabled in the House of Commons in April by Finance Minister John Turner.

The unusually large increases in Canada's price levels were the most disappointing feature of the 1973 economic scene, said the review. The principal factors in this acceleration were worldwide food and industrial materials price increases and, in late 1973, petroleum price increases. "Some increases, such as those in textiles, have already forced their way to the consumer level. Others, particularly metals and chemicals, operate with longer lags, and although they are showing or beginning to show strong increases now, their effect at the consumer level was far from complete at year-end. At retail levels, the world experienced during 1973 only the leading edge of the effects of increased petroleum prices. The main push on price levels due to petroleum price increases remains for 1974."

Summarizing 1973, the review concluded that Canada had a good year as judged by every major test but price stability. The real gross national product increased by 7.1 per cent from 1972, the highest yearly increase since 1956. A record number of jobs were created and unemployment fell to 5.6 per cent in 1973 from 6.3 per cent in 1972. But the year-over-year increase in the consumer price level was 7.6 per cent in 1973, compared with 4.8 per cent a year earlier.

The review noted that Canada's 1973 labour force grew by "an exceptional" 4.4 per cent, or 38,000. Employment increased by



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a record 5.2 per cent, or 430,000 compared with the previous (1966) high of 4.2 per cent, or 290,000 new jobs. All regions enjoyed employment growth: British Columbia's increase was 6.6 per cent, or 58,000 new jobs, and the Atlantic region grew by 6.5 per cent, or 41,000 new jobs. Québec grew by 5.8 per cent or 128,000 new jobs; Ontario by 4.6 per cent, or 148,000 new jobs; and the Prairies by 3.9 per cent, or 54,000 new jobs.

The average number of unemployed declined to 5.6 per cent, or 520,000 from 1972's average of 562,000. This, coupled with the labour force increase, resulted in the sharpest year-over-year unemployment rate decline since 1964-65.

The number of man-days lost through strikes in 1973 fell to 5.7 million from 1972's record total of 7.8 million; this is also below the five-year average of six million. A major contribution to the 1973 total was the late summer railway dispute, which led to the loss of 800,000 man-days. Disputes in manufacturing led to a loss of approximately 3.2 million man-days, said the review; 500,000 man-days were lost in construction, and 1.1 million man-days in transportation.

# INTERNATIONAL ROUNDUP

## STEELWORKERS SETTLEMENT

In one of the most important settlements in this year's negotiations in the U.S., the United Steelworkers of America won a contract in April that could raise the total labour costs of the country's 10 biggest steel companies by as much as 40 per cent over the next three years. The pact, which gives workers a pay raise of more than 60 cents an hour, "dims any hope that the moderation that marked labour agreements last year . . . will continue," commented **Time** magazine. "It represents a high price for labour peace."

The settlement—effective May 1, three months ahead of the contract expiry date—is the most generous ever negotiated by the USWA. It will raise the average steelworker's wage about 5 per cent a year, with the biggest boosts coming in the first year. The lowest-paid employees will get an initial increase of 18.4 per cent. In addition, each of the 386,000 workers covered will receive a \$150 cash bonus and cost of living provisions applicable

also to pensions. A generous escalator clause will add one cent an hour to wages for each rise of three tenths of a point in the Consumer Price Index.

The pact provides substantial improvements in the pension, health, accident and life insurance benefits, and a tenth paid holiday. Steelworkers will now be able to retire with full benefits at 62 rather than 65. Pension increases for those

who have already retired range from a minimum of 5 per cent, for workers who retired in 1971, to a maximum of 60 per cent, for those who retired before 1954. All pensions will be raised an additional 5 per cent in 1976.

The contract, which applies only to employees of the 10 largest U.S. steel producers, will be extended to the rest of the industry, covering nearly 500,000 workers.



Steelworkers negotiators (right to left) John S. Johns (vice-president), I. W. Abel (president), Walter J. Burke (secretary-treasurer) being congratulated by union members following ratification of the settlement.



bargaining was conducted under a year-old experimental negotiating agreement that prohibited the union from striking, gave it a guaranteed 3 per cent annual wage increase and the right to bargain for more, and pledged both sides to submit any unresolved issues to binding arbitration. The USWA and the steel companies have agreed to use the same technique for the next round of negotiations three years from now, thereby ensuring labour peace in the industry for at least six years.

## EQUAL OPPORTUNITIES

In another important development, the USWA and nine major U.S. steel companies recently accepted what has been hailed as the most concerted effort in American history to end job discrimination. The landmark agreement, negotiated by the companies and the U.S. Government, promises women and members of minority groups new opportunities for entering higher paid jobs within the basic steel industry. It will also give back pay totalling \$30.9 million to victims of discrimination on the basis of sex, race or national origin. The back pay—ranging from \$250 to “upwards of \$3,000” per worker, depending on length of service and hourly earnings—will go to some 40,000 employees hired before January 1, 1968.

The steel settlement is the third major equal employment agreement adopted recently at the instigation of the Government. The others involved the American Telephone and Telegraph Company and the trucking industry.

A lawsuit filed by the Justice Department on behalf of Peter J. Brennan, Secretary of Labour, and the Equal Employment Opportunity Commission said that “the companies have followed a policy of hiring and assigning employees on the basis of race, colour, sex and national origin, with minority group and women employees assigned to the less desirable and generally lower-paying jobs with the least opportunity for advancement.” In addition, the Government accused the companies of requiring more stringent qualifications for minority and female employees and of failing to provide them with advancement opportunities. It charged also that the USWA in contracts with the companies had deprived minority women employees of opportunities to compete with white men for better-paying jobs.

The companies and the union satisfied the lawsuit by signing two consent decrees filed in the United States District Court in Birmingham, Alabama. A joint statement by the nine companies said in part: “The defendant companies believe that the terms of the consent decrees, including the back pay awards, represent an equitable settlement and eliminate the need for protracted litigation.”

The National Association for the Advancement of Coloured People opposed the settlement, however, on the basis that it would weaken the course of litigation, which has

been a principal means of obtaining relief and remedies for black workers under Title 7 of the Civil Rights Act of 1964. A statement issued by Ann Scott, legislative vice-president of the National Organization for Women, also expressed “major disagreements” with the consent decrees. “One is the amount of back pay,” the statement said, and “another is that the settlement allows the Government to go into court on behalf of the company, not the party discriminated against, in future legal actions.”

The settlement establishes “goals and timetables” that will expand the range and number of jobs available to minority groups and female employees. The decrees require that half of all openings in trade and craft jobs be filled by such workers if suitable applicants can be found. They also state that, within one year, 20 per cent of all vacancies in maintenance and production jobs must be given to qualified women, and 15 per cent of any clerical and technical jobs must go to minority workers. In addition, 25 per cent of supervisory or management training openings must be given to members of both groups.

The decrees apply to 249 steel facilities, but non-steel affiliates of the companies are subject to their provisions. Compliance with the program will be monitored for at least five years by a union-industry Government “audit and review committee.” In addition, “implementation committees” comprising union, company and minority members will be set up at each plant to ensure that the goals and timetables are being met.

## UNCOMMON HARMONY

"For more than three years, relations between employers and organized labour in the U.S. have been marked by uncommon harmony," noted **U.S. News and World Report** in a recent number. The magazine explores in detail the reasons cited by labour relations observers:

(1) Federal wage and price controls exerted pressure on negotiators of wage contracts to be modest in their demands. The existence of the controls program also made it possible for union officials to "save face" by accepting settlements within the guidelines. Moreover, unions were not prepared to make an all-out fight on wage controls because they were sensitive about being blamed for inflation.

(2) Cost of living escalators in recent contracts have taken some of the heat off workers' pay demands. About four million workers were protected by escalator clauses at the beginning of 1974, and various recent settlements have brought others under the plan.

(3) Workers are less eager than formerly to go on strike if winning higher pay and improved benefits is going to prove too costly. Strikes cost unions money, not to mention time and effort. For the past three years, union leaders have been speaking out increasingly against using strikes as a weapon to achieve better wages and working conditions.

(4) Current unemployment and the threat of layoffs have helped to bring about a more peaceful labour atmosphere.

(5) Unions have been putting almost as much emphasis on fringe benefits as they have on cash pay increases, and employers have been fairly liberal in granting such "extras" in recent contract negotiations.

## LABOUR SCENE IN JAPAN

Millions of Japanese workers won pay increases averaging 30 per cent in April following the worst wave of strikes in Japan's history. The walkouts, involving transport, postal and communications workers as well as other groups of employees, were part of this year's spring labour offensive in which the unions demanded more money, improved social welfare benefits, and the right of public service employees to strike.

The steep rise in Japan's national wage bill, coupled with the soaring cost of imported commodities, is expected to result in higher export costs. Whether Japanese products in world markets will remain competitive will depend largely on the prices of goods from other advanced nations that have also been affected by a high rate of inflation.

## THREE-DAY WORKWEEK

Productivity in the British manufacturing industry may be encouraged to grow more quickly as a result of the remarkable achievements in maintaining output during the three-day working week last winter, says a survey published by Britain's National Economic Development Office (NEDO). Many important lessons will have been learned by management and labour, it says.

NEDO, the "General Staff" of the National Economic Development Council, which brings together top representatives of both sides of industry and government ministers set up the enquiry as soon as possible after the three-day week was initiated, so as to bring out lessons of permanent value.

Extra co-operation by management and workers matched the challenge, says the report. Management used every strategy open to it to save output, and workers reacted favourably. "The key to success in every case was thorough and careful consultation with the workforce in advance of changes in hours and work schedules."

Where there was a material fall in hours worked by production workers, (depending on how much electricity was normally used and how far stand-by generating equipment was involved) output per hour increased. In about half the mechanical engineering plants covered by the survey, hourly output showed an average growth of seven per cent.

Increased output in mechanical engineering was attributed by both management and workers mainly to increased effort to maintain earnings. The longer shifts worked were regarded by both sides as conducive to increased effort. "This involved both harder and more accurate work."

Other factors increasing productivity were a decrease in demarcation (restriction of particular tasks to particular types of worker), co-operation with management in

"on-the-spot" improvisation, and greater acceptance of responsibility on the shop floor.

One reason why output during the three-day week was well above the expected level (around eighty per cent of normal) was the use of auxiliary electricity generators. Manufacturers had much more of this capacity than had been realized. It seems likely, the survey adds, that companies will have become more conscious of the need for using electricity more efficiently.

Among the lessons that industry will have learned are the relaxation of "who does what" work rules, fresh insight into the bearing of the make-up and duration of the working week on labour productivity, the standardization of products, the need to improve production control information, and, most important, the value of good industrial relations.

The consultation between management and workers about steps to maintain output enabled the considerable reserve of goodwill between both sides to be quickly translated into action. "The horizons of management and trade union thinking," says the report, "have been widened."

The survey was based on examinations of the performance of about 100 plants in nine industries.

## ILO GROWS

Fiji became the 125th member state of the International Labour Organization in April. Ratu Sir Kamisese Mara, Prime Minister of Fiji, informed the world labour body that his country accepted the obligations of the ILO's constitution.

## RURAL WORKERS SPOTLIGHTED

Rural workers have been left behind in the struggle for a better life, and must unite more effectively to raise their standard of living, says the International Labour Organization. In a report placed before delegates at the International Labour Conference in June, the ILO notes that more than two thirds of the world's population lives in rural areas. Yet agricultural workers, who make up 50 per cent of the labour force in developing countries, do not receive their fair share of agricultural income.

"Rural areas in these countries continue to be marked by economic stagnation, an abundance of unused manpower, and widespread illiteracy," says the report. "Though technological progress has made it possible in certain cases to increase overall productivity, the poorest groups do not make enough to improve their housing or their diet, and their education and training opportunities are inadequate."

The ILO believes that strong, independent, and representative organizations are needed to rectify this situation. "Experience shows that organizations of agricultural wage earners and of self-employed rural workers can defend the interests of their members efficiently," the report affirms. "Urban trade unions, with their experience in promoting workers' interests, can also play an important part in the development of rural workers' organizations."



ILO

The report notes that obstacles to the creation of strong and representative organizations for rural workers include lack of suitable labour legislation or of the machinery to implement it, political pressures, lack of the means to finance the organizations, and lack of education and training.

On the basis of suggestions gathered from 62 member states, the international labour body put forward a series of measures for discussion at the June conference. The proposals:

- adoption of national policies to promote the establishment and growth of rural workers' organizations;
- observance of the principles of right of association and collective bargaining in conformity with ILO standards;



- adaptation of the relevant laws and regulations to the special needs of rural areas;
- measures to ensure effective consultation with rural workers' organizations in all matters concerning rural working and living conditions, and their participation in devising, carrying out and evaluating programmes that concern them;
- improvement of rural workers' education in general, technical, economic and social fields, in which existing trade unions might be associated;
- provision of financial assistance to rural workers' organizations in a manner that respects their independence and interests, and those of their members.

The discussion is expected to lead to the adoption of a new international labour standard on the promotion of rural workers' organizations by June 1975.

## TEAMSTERS vs. UFW

The International Brotherhood of Teamsters has threatened retaliation against any unions that support the AFL-CIO's boycott of California grapes and lettuce that are not harvested by the United Farm Workers. In a letter to leaders of AFL-CIO affiliated unions, Teamsters President Frank Fitzsimmons warned that unions supporting the boycott would forfeit Teamsters' support and co-operation. "If you are not with us, you must be against us. We do not propose to support unions that are fighting us," the letter said.

Fitzsimmons also sent a letter to AFL-CIO President George Meany urging an end to violence in the California farm fields. Meany replied angrily, charging that violence in the fields last year "resulted solely and simply because the Teamsters imported goons."

The powerful 2.2-million-member Teamsters union has been locked in a bitter struggle with Cesar Chavez's UFW, an AFL-CIO affiliate, over the organization of workers in California's lettuce fields and vineyards. The UFW won recognition from the growers in 1970 through a nation-wide boycott. Since then, the Farm Workers have lost ground steadily to the Teamsters, and are again battling desperately for survival. Meany endorsed the new boycott, and urged the AFL-CIO's 13.5 million members to rally behind Chavez because of what he called the "unconscionable raid by the Teamsters, and the collusive relationship between the Teamsters and the growers." The boycott is supported by many unions in Canada.

# FEEDBACK

## CHAVEZ

These remarks are in reply to the article by John Bank on the grape boycott in Canada that appeared in the February issue of **The Labour Gazette**.

By now, we are all familiar with Cesar Chavez's entry into the fields. It was done by a boycott of lettuce. Many unions, including the Teamsters, co-operated with Chavez in the boycott. The Teamsters were in the best position of all unions to extend help because of our agreements with trucking companies, freezer plants and packing houses. We had members in the field at that time, too.

Dennis McDermott of the UAW tells us the boycott captured the imagination and support of so many people. Unfortunately, the UFW also captured a large number of farm workers through the misuse of the hiring hall.

The mismanagement of the UFW's hiring hall practices did more to alienate the field workers than any other act. Although all of us can

recognize the benefits of a properly run hiring hall, we can also see the disadvantages when the dispatchers refuse to dispatch a family as a unit. It was customary and desirable for the family to operate as a unit, especially during the grape harvest. Under the UFW hiring hall, the family unit was split. We will forward evidence of that statement.

It would appear that Cesar Chavez has ample time, as he really no longer represents anyone, to think up cute sayings such as "The day is over when two anglos can sign a contract for us on the back of a valentine." Many people make reference to sweetheart agreements, but no one has produced one. In fact, a simple comparison of the wage scales negotiated by the Teamsters and the UFW will prove without a doubt that the Teamsters' rate is superior. The fringe benefits negotiated by the Teamsters are far superior also. We challenge anyone on either side of the border to produce a UFW agreement that is equal or superior to the Teamsters' agreement. The Teamsters' field and grape agreements are in every classification superior.

People are also misled into believing that the grape agreements negotiated and signed last spring by the Teamsters were brought about without consultation with the grape workers involved. In every instance, the overwhelming majority of the former UFW's members signed application cards to join the Teamsters Union voluntarily prior to any negotiations taking place. These agreements were negotiated and accepted by the grape workers involved prior to them being signed. Any statement by George Meany to the effect that the UFWO still had the support and sympathy of the grape workers subsequent to the expiry of their Agreement on April 15, 1974 does not make it a fact.

The Teamsters continue to sign up field and grape workers daily. The total number now represented by the Teamsters is 25,000. They are all members by virtue of having voluntarily signed application cards to become members of, and to be represented by, the Teamsters. As activity reaches a peak period, that 25,000 figure will be doubled.

Chavez's support continues to decline. One of the last two grape growers represented by the UFW recently held a secret ballot supervised by Reverend Richard Humphreys, Pastor of our Lady of Soledad Roman Catholic Church in Coachella. Sixty employees of K.K. Larson voted for no union, while only 28 voted to remain with the UFW. The Teamsters were not on the ballot.

Farm workers, like other workers, should be entitled to free secret ballots, and the Teamsters long ago advocated that right, as the record will prove. The Teamsters have, on

numerous occasions, submitted briefs requesting that the field and grape workers be brought under the provisions of the National Labour Relations Act, which embodies free elections.

Cesar Chavez is reported to have told a convention that farm workers would crawl on their hands and knees to have a union like CUPE. Well, it just goes to show that, when you stand up straight to be counted, you can join the Teamsters.

Although it is true that British Columbia's Health Minister Dennis Cocke did order institutions under his jurisdiction to boycott grapes and lettuce, it was indicated it was done in ignorance. The directive was withdrawn at the instruction of Premier Barrett. Mr. Cocke had been advised, improperly, by another misguided Union representative that the grapes and lettuce were non-union, when in fact they were all union products.

For anyone who thinks otherwise, let them be assured that any sprays, insecticides and pesticides used on any fields under the jurisdiction of the Teamsters, are also used in fields and crops under the jurisdiction of the UFW. As all Teamster members are covered by a welfare plan, it would be impractical for the growers to use sprays injurious to the workers; but it is common knowledge that the use of sprays has not always been so restricted.

The social service centre operated by the Teamsters for the field workers provides assistance to the workers in matters involving housing, fire, police, hospital, health, schooling, unemployment and many other services. It is at present formulating many other programs for the farm worker's family.

Included in these programs will be various training programs, consumer and nutrient education, and much needed day-care centres. Everyone associated with the farm worker can be justly proud of the Teamsters' Social Service Department.

Cesar Chavez would lead the public to believe he eliminated the contract farm labour boss. He is reported to have said that, since he lost the field and grape workers to the Teamsters, it has meant a return of the contract bosses. The truth of the matter is that they did not go away. He simply ignored them, hoping they would go away. Although he was ignoring them, it must be admitted that their conduct left much to be desired.

The Teamsters are changing that situation now, however, by bringing the workers of the contract bosses under the standard union agreement that provides them with the regular rate of pay, plus all the fringe benefits including unemployment insurance, to which the UFW's are not entitled. The organization of this segment of the industry has also meant a marked upgrading in the workers' living accommodation, which is strictly supervised according to the terms of the agreement. Any violations are subject to the grievance procedure.

While Cesar Chavez preaches passiveness and non-violence, his union does not practice it as his thousands of dollars out-of-court settlements for beatings would prove. Chavez signed two cheques in the amount of \$8,850 recently to satisfy out-of-court settlements. The recipients of his vengeance and cheques were Rudolph Pile, who was beaten with a lead pipe, and Hamero Mendiola, who was shot 7 times in Santa Barbara County, California.

Although it may be true, as Chavez says, that the UFW has the bishops, it is also true that the Teamsters have the workers. This fact is apparently beginning to dawn on George Meany. He has told Chavez that there is no more where the last 1.6-million-dollar handout came from. Meany is most concerned because, as he pointed out, it was Chavez's own members who went behind the picket lines last year in Coachella. Meany is also conscious of the fact that demonstrations and secondary boycotts cannot replace honest organizing and superior agreements. Meany has stated that he can no longer support secondary boycotts that work to the detriment of the winery workers, meat cutters and retail clerks—all AFL-CIO affiliates.

Norman Gillan,  
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Western Conference of Teamsters,  
Vancouver, B.C.

#### ATTENTION, READERS!

Correspondence concerning articles published in **The Labour Gazette** should be addressed directly to the Editor, rather than to officials of the Department. Content of the **Gazette** is the responsibility of the Editor.



## Arbitration in Essential Industries

# IN A FREE SOCIETY THERE ARE NO ALTERNATIVES TO THE RIGHT TO STRIKE

by WILLIAM MAHONEY

The question most frequently asked in industrial relations circles these days is: "Is there a better way?" Essentially it points to the need to explore all the alternatives to the strike. I want to approach this subject on a positive note, so I'm posing the question, "Is there a better way to make free collective bargaining work?"

There are alternatives to the strike. I do not believe, however, that in a free society there are any alternatives to the right to strike. Over the years we have all been exploring, and I would hope will continue to explore, every possibility of making the need to use that right as infrequent as possible.

Although the right to strike has not been given up by the Steelworkers in the United States, the opportunity to exercise that right on a broad, industry-wide scale has been voluntarily relinquished, under certain specific terms, until 1977. (Ed. note: this arrangement has now been extended to 1980.) The new bargaining procedure is officially known as the "experimental negotiating agreement." Our people in the U.S., and the 10 steel companies that are party to the agreement, regard it as a historic breakthrough on the collective bargaining front.

The new experimental agreement provides certain guaranteed preliminary benefits for the members of the 10 big companies in basic steel in the U.S. It (1) protects certain existing employee benefits and rights; (2) allows the parties to negotiate freely in almost all economic and fringe benefit areas; (3) safeguards certain management rights; (4) eliminates the possibility of a nation-wide strike or lockout in the steel industry; and (5) provides for voluntary arbitration of any unresolved bargaining issues.

Our Canadian Board members abstained from voting because the impact of this in Canada was very, very minimal, affecting less than a thousand people, compared with

tens of thousands in the U.S.—particularly those at the Marmora mine of Bethlehem, and at the Union Drawn plant of Republic Steel in Hamilton.

Explaining to our U.S. colleagues our reasons for refraining from voting, we put forth the position that the impetus to try such a new approach to making free collective bargaining work grew out of the particular circumstances that existed in the U.S. steel industry, and the bargaining pattern between our union and the basic steel industry in the U.S.

It was the conviction of the leaders of our union in the U.S. that, because they bargain on an industry-wide basis, the impact of industry's stockpiling on the eve of collective bargaining as a cushion against a possible strike was making it almost inevitable that, if an agreement were successfully concluded without a strike, layoffs occurring while the inventory was being eaten up would be unavoidable.

The loss of employment from the buildup of such inventories, and from the importation of foreign steel for that purpose by the customers of the steel industry, meant that our people in the U.S. were paying almost as high an economic price for successfully concluding an agreement without a strike as they would pay if a strike took place.

This situation does not necessarily apply in Canada, where we bargain corporation-wide rather than industry-wide. In 1958 we had a strike with the Steel Company of Canada, while the rest of the industry continued working. I believe that our position was the right one then. Steel continued to come into the market; contracts in the other operations were open for negotiations; and we had the opportunity to establish a pattern



with the company that would eventually settle the strike. The knowledge that competitors were continuing to move their product into the market provided the Steel Company of Canada with the necessary impetus to use the pattern established by Algoma Steel to settle their own collective bargaining agreement for the forthcoming term.

So—our experience having been different, our collective bargaining pattern having been different, meant that, although we could appreciate the value of the approach used in the U.S. in the light of the particular circumstances they face, we couldn't envisage voluntary arbitration as suitable for dealing with our collective bargaining problems in Canada.

Also, when we examined their methods on a broad, philosophical basis, we were concerned about the fact that arbitration in Canada has so seldom produced any new social breakthroughs. In most cases we have had to content ourselves with transplanting the social gains made elsewhere.

The particular circumstances of the steel industry in the United States led both management and our union to conclude that an experimental agreement on voluntary arbitration might prove to be worthwhile in meeting the problems that they jointly face. The fact that a considerable number of industries in the private sector—automobile, chemical, rubber and glass—are all still operating outside the framework of voluntary arbitration means that there are many areas in which social breakthroughs have yet to come.

The peculiar needs and problems of these areas within the steel industry will have to be taken into account when labour and management render their final judgments on the validity of arbitration.

The basic position agreed upon for the duration of the experiment, although it doesn't prevent the steelworkers from seeking greater pay increases in negotiations, does provide for a guaranteed increase of 3 per cent per annum in each of the three years of the agreement. Each member having employee status as of August 1, 1974 will receive a one-time bonus of \$150. The steel companies agreed to this arrangement in view of the anticipated production savings that would result from elimination of the need to stockpile. The bonus means a total payout by the 10 companies to Steelworkers in the U.S. in excess of \$50 million.

The agreement ensures also that the cost of living clause won in 1971 will continue to be in effect through 1977. Further, there is no floor under, and no ceiling on, the amount of the cost of living adjustments that can become payable during the life of the agreement.

Obviously, there are fundamental safeguards in the existing collective bargaining agreement that each side wants to protect and preserve. They pertain to local working conditions, past practices, union shop and checkoff provisions, no-strike and no-lockout provisions, and the management-rights provisions. Under the new agreement, there is one bargaining procedure to resolve national issues, and another to resolve local issues.

Despite the reservations Canadian Steelworkers have about the possibility of transplanting the American experiment to Canada, we believe that any student of industrial relations should look upon it with great interest, and with sincere best wishes for its success.

The Steelworkers in Canada have had a stormy collective bargaining relationship with International Nickel. In full co-operation with the industry, we are currently attempting to find an alternative to strikes with this company. We want to speed up the grievance machinery, expedite arbitration cases, and convene periodic meetings—between collective bargaining sessions—with responsible representatives from the industry and our union.

The purpose of these meetings will be to examine the irritants in our relationship, ways of living together more amicably, and alternatives to the strike that will not require our giving up the right to strike, even for a short period. We are hoping that, out of a subsequently improved relationship with the International Nickel Company, we will make collective bargaining work better, improve human relations throughout industry, and ultimately find an alternative to the strike weapon.

We must keep in mind, however, that if we in Canada had been as badly advised as was our sister commonwealth, Australia, and had elected to rely on compulsory arbitration, it is doubtful that there would be any impetus on the part of either the union or the company to seek ways and means of making collective bargaining work more effectively.

Out of the last bitter strike came the realization that the condition of human relations at International Nickel made it imperative that

labour and management make a positive effort to improve them. The imposition of compulsory arbitration as a solution at that time would have generated hostility among the workers, robbed the company of any incentive to improve its collective bargaining procedures, and forced both parties to depend on the law for a solution to their problems. In the resulting turmoil, progress would have been improbable, if not impossible. Good human and industrial relations cannot be legislated. They arise only in an atmosphere of mutual respect, and through a mutual determination to match our conduct with the needs of the particular industry and bargaining situation in which we find ourselves. We must be guided by the principles of an enlightened democracy—good will and determination—to make collective bargaining work. To substitute coercion for the free efforts of free people in a free society to preserve and promote the continuing effectiveness and usefulness of collective bargaining in industrial relations is no alternative.

In the more than 30 years during which I have been active in a responsible position with the Steelworkers of Canada, I have seen industrial relations improve immeasurably—even in the mining industry, which was the most reluctant to accept even the concept that workers had a right to organize and bargain collectively. For many years, the main issue in the minds of mining management was not what the standards should be in the industry, but the union's right to survive. This was the issue that regularly clouded our negotiations. In large measure, this is no longer so; we are making collective bargaining work better in the



mining industry today than at any time in the past. There are great improvements still to be made, but our record to date is one of achievement.

When we turn to the question, "Is there a better way?", we automatically come face to face with a second question: "Should collective bargaining work one way in the private sector and work another way in the public sector?"

To begin with, I must say that I am unalterably opposed to compulsory arbitration in the private sector. I don't think it will do the job that must be done in a dynamic, changing society. I do not think that you can have free enterprise—if that's what we have—and at the same time, hamstringing the labour movement. I don't want to sound corny, but I think that Lincoln's advice that "no nation can live half-slave and half-free" is a valid attitude when applied to collective bargaining, at least in the private sector of the economy. Workers in the private sector must be free to use their collective strength to ensure that they share in social progress.

As for the public sector, public service employees in most parts of the country have periodically indicated by their actions that they will not settle for anything less than meaningful collective bargaining, even if they must deliberately flout the laws that appear to them to be impeding that calibre of bargaining. When such extreme measures are taken, the situation is obviously distressing to the general public—but no more so, I am sure, than it is to the public employees concerned.

Think, for a moment, how illogical it is for society to say, in effect, to its hospital workers, "Your services are so essential that you must forego one of the basic freedoms—that of free collective bargaining." The proposition becomes more illogical when the arbitration machinery, public decrees, or whatever other instrument has been used in the past to set the rates of pay and determine the working conditions of hospital workers, has been rendered ineffective. For it is at this point that these "essential" people discover themselves to be not only among the lowest paid employees in the country, but also subjected by legislated minimum wages to a standard of living that provides them with something less than the bare necessities of life.

The reason why there is little possibility that so-called "essential" public employees will accept arbitration as a substitute for free collective bargaining is that an examination of the wage rates and working conditions in the public sector demonstrates that arbitration has worked to their detriment. To put it bluntly, these people haven't been given the wages and working conditions they deserve in the light of the pontifical assurances repeatedly made about the absolutely essential quality of their services.

The Woods Task Force, in my judgment, was wise in pointing out that there may be some justification for treating employees in an essential service somewhat differently than employees in the private sector. But the definition of essential service should be based on criteria that ask the question: Can the absence of these employees from work bring disaster to the

community, or would it be merely an added inconvenience? If the public wants to underpay these people, wants to treat them as the lowest possible menials, then I believe the public should be prepared to accept the inconvenience when they withdraw their services. If public service employees are truly essential, then we must establish machinery to ensure that this fact is reflected in their wages, and in their working and living conditions—as well as in our need to have their services on an uninterrupted basis.

The only legal way to remove the right to strike from these people is to have our society eliminate the need for them to strike. No employee in the public service should be receiving wages substantially lower than those paid to comparable employees in the private sector doing the same work. No law in Canada will permit the public to continue inflicting this kind of social injustice upon the lowest-paid members of our society.

Whenever we are plagued with the inconvenience of strikes, we automatically look for easy, expedient solutions. There are many countries in the world where strikes are not legally permitted. In a number of these countries, the substitute is periodic bloody revolution, and the killing and jailing of many people. In some instances, lack of democracy in the workplace has resulted in the forceful overthrow of governments, and the obliteration of all signs of the democratic tradition. Obviously, this is not a better way!

So—back to the basic question: Is there a better way? I am certain all of us believe that our present collective bargaining procedures can be improved. Perhaps we should examine some of the likely criteria for improvement.

Do we accept without question the right of workers to organize? Do we accept the principle that individuals will have the strength and the voice to change their conditions only if they have a strong union to represent them? We should look at the experience of other nations. Sweden has found a better way. And Sweden hasn't found it by pursuing the determination that exists in industry and government in Canada to discourage organizing. Sweden has found that the encouragement of strong unions, the building of a society whose workforce is more than 90 per cent organized, is one of the ways—one of the better ways—to make collective bargaining work. This is one of the factors we should look at in Canada.

We should also probe the question: Is it public policy in Canada to encourage the development and growth of organized labour? For, as long as Canada has a trade union movement that exists in spite of the attitudes and actions of government and employers, that movement will look with skepticism at any gestures of good will.

There has to be a better way. And if we are ready to accept that thesis, if we want to continue enjoying, without interruption, the amenities provided by persons considered to be performing essential work, then we must eliminate their need to use the strike weapon to obtain elementary social justice. Until we take this step, the suspension by legislation of their right to strike will achieve nothing of real or lasting value.

We must continue to tax our ingenuity for acceptable alternatives to arbitration and coercive legislation, for there is no panacea that will resolve our problems easily and at no cost to ourselves. There is a price to be paid in the search for a better way, but we must be prepared to pay it if collective bargaining is to grow in effectiveness. Its disappearance from the industrial relations scene would serve only to place an intolerable burden on those least able to carry it.



**Mr. Mahoney**, who has been a union official for 35 years, is the National Director in Canada for the United Steelworkers of America and a General Vice-President of the Canadian Labour Congress. He has served on the Executive Board of the International Confederation of Free Trade Unions since 1956. He is an active member of the C. D. Howe Research Foundation and the Canadian Institute of Public Affairs and served on the Economic Council of Canada until earlier this year.

The foregoing article is adapted from an address he delivered in Edmonton to the 21st Annual Personnel Conference.

## N.B. Union-Management Conference

# MAKING COLLECTIVE BARGAINING WORK

by TED WEINSTEIN

Most Canadians, when they are hurt by strikes, work slowdowns or other forms of labour unrest, see themselves as pawns in the middle of employee-employer troubles and feel that neither side cares about their needs and rights. But a recent conference of union, management and government representatives showed that the participants were well aware of the interdependence of labour, management and the communities in which they operate.



Panelists Jain, Steeves, and Lockhart

"Responsibilities of Union and Management Toward Each Other and the Community" was the theme of the one-day conference, held at the University of New Brunswick in Saint John. Sponsors of the conference were the Labour-Management Studies Program of the university and the Union-Management Services Branch of the federal Department of Labour. Conference co-ordinator Dr. **Hem C. Jain**, Professor of Business Administration at the university, opened a morning panel session by reminding delegates that both union and management have a responsibility to make collective bargaining work, and that their relationships affect the community in which they operate and its residents.

Labour Minister **John Munro**, a panel member, asserted that in spite of its problems, collective bargaining is one of the best systems yet devised. Compulsory arbitration would lead to statism; unions and management will lose control. It is important to devise solutions to labour problems without resorting to oversimplified compulsory arbitration. Collective bargaining underlies one of the fundamental tenets of the western democratic process.

Union and management leaders who rely on third parties as a foil "to get them off the hook" are prejudicing collective bargaining, he said.

Sometimes intervention in labour disputes by "trouble shooters" or experts such as academics, politicians or arbitrators is necessary, Jain commented, but union and management leaders who depend on third parties to solve their problems may tend to transfer the





stoppages, damages the confidence each party has in the other and hurts collective bargaining. The community also becomes frustrated. "Both parties must exercise self-discipline and respect the legitimate economic interests and rights of the other members of the community," Jain declared.

Balance of power and resistance to change, which play a major role in most industrial disputes, also affect community interest groups, he noted. In recent years major urban centres have experienced crises or conflicts between groups that want to either effect change or prevent it.

Munro stated that the Union-Management Services Branch of the Department of Labour attempts to solve the frustrations of collective bargaining. It is designed to promote constructive union-management relations, offer advice, and provide industrial relations training. Through these, the UMSB hopes to promote union-management consultation for the life of a collective agreement so that issues can be resolved without a long strike.

**Rodman Logan**, New Brunswick Labour Minister, called on management to develop "an increasing awareness of workers' changing attitudes, and of the nature of the economic and social system that is altering the concepts of work commitment. People are looking for respect, with a useful role to play and a meaningful voice in our ever-changing society. A very significant number of our workforce are dissatisfied with work that is dull, meaningless and repetitious, offering challenges. It is the responsibility of union, management and the community to find the answers."

responsibility for self-discipline and control to someone outside the collective bargaining system. "Surely there are other avenues available to the parties themselves for resolving these problems.

"One of the mechanisms that has been tried elsewhere and may be worth exploring here is the development of a means—call it a labour-management consultation committee or a labour-management relations committee—that can become a forum on a continuing basis for the exchange of ideas and for the solution of mutual problems," suggested Jain.

Voluntary arbitration has been proposed as a means of settling contract disputes, but in order for this to work, he said, there must be a climate of mutual trust and a system of two-way communication. "The voluntary arbitration approach must also be accompanied by an on-going agreement

between the parties to continue and expand the problem-solving and decision-making process so it becomes a way of life for the parties in conducting day-to-day operations."

"The effectiveness of collective bargaining depends to a large degree upon the balance of power. When one of the parties is weaker than the other, difficulties and problems arise and occasionally break into the open. Although the collective bargaining system has its weaknesses, there is no viable alternative system that can resolve the problems," he said.

Irresponsible behaviour, such as management using scab labour to break a strike or unions employing wildcat strikes or other work

There has been some response through collective bargaining to the needs and desires for change, Logan noted. But the response has been slow and small, resulting in low worker productivity that shows up in absenteeism, high turnover rates, wildcat strikes and poor craftsmanship. In addition to this, there is some indication that community life follows work life; the consequences of having work problems and disputes will be a decline in physical well-being, mental health and community participation, and increases in drug or alcohol abuse, aggression and delinquency.

Attitudes toward work are changing, he asserted, as hours of work are shortened, wages increase and workers shift their commitment to leisure time. "The circle is completed when greater leisure

time involvement stimulates new interests and aspirations outside the job, and the demand for increasing benefits from work becomes greater.

"The highly competitive nature of industry, the need for massive production of goods and services, has tended to diminish the perspective of the job in relation to the entire organization. Motivation relies heavily on goal setting and attainment: as the tasks of industry are broken down into increasingly smaller components, pride, initiative and a sense of accomplishment are strained. The creative energies and enthusiasm for work tend to be redirected to other pursuits outside the work place."

Every aspect of contemporary society, Logan continued, is exposed to increasing pressures for

change. But when great and rapid changes occur, basic fundamental principles are often threatened.

"Change is essential to a growing economy, but growth has to be accompanied by stability, equality and an understanding of all the alternatives to change," he stated.

**Paul LePage**, president of the New Brunswick Federation of Labour, told delegates that both private industry and government must recognize and understand the economic philosophy of organized labour. Management should realize, he said that labour: (1) fully supports and encourages private sector capital investment; (2) actively undertakes to ensure increased productivity and profit; and (3) believes in and expects equitable distribution of the profits of increased activity and return.

The Canadian Labour Congress must urge its member unions to organize more workers instead of relying on the Government to help workers join unions, Labour Minister Munro said at the conference luncheon.

"Why is it that only one third of the Canadian workforce is unionized?" he asked. "It may be that protection of the status quo in unions and a fear of profit loss on the part of management are the reasons why the hardcore of the underprivileged has not been better helped to join the mainstream of society.

"The fact is that the unorganized are mainly among white-collar workers, female workers, and those in small establishments, which do present particular organizational difficulties."

"Small units are more difficult to organize," asserted Munro, "and they are not as attractive to

organize as the larger ones because the per capita cost of organizing them is higher. It is evident to me, therefore, that the CLC should be a little more introspective on the question of the need to increase unionization.

The Canadian Labour Congress in its recent memorandum (LG, May, p. 347) urged the Government to establish a committee to examine both the Canada Labour Code and the Canada Labour Relations Board procedures, and to come up with



The first two points are the backbone of private industry's philosophy, he noted, but equitable distribution of productivity and profit is a "purported" thorn in labour-management relations. "I say purported thorn because, given our system of collective bargaining, both parties should be able to resolve what is equitable, fair or just in an orderly fashion and to the mutual agreement of all concerned. While differences can and do arise, an enlightened and reasonable approach on the part of both can remedy a seemingly impossible situation.

"But an enlightened and reasonable approach to collective bargaining requires effective communication between labour and management: the kind of communication that allows them to negotiate, with the least possible

friction, a collective agreement that will recognize labour's contribution to enterprise and management's special problems," LePage declared.

Compulsory arbitration is not a responsible alternative to free collective bargaining, he continued. "It simply enables labour or management to delegate their decision-making responsibilities to someone who is even less competent to make them. However, that is not to say that voluntary experiments in collective bargaining are not acceptable."

Besides unions and management having a responsibility to negotiate and administer collective agreements, employers also have a responsibility to recognize the right of workers to organize and deal collectively with them. But, LePage

said, many employers are not living up to this, as Labour Department reports show.

Management and unions have a responsibility, said LePage, to join with the communities in some form of provincial labour-management committee to ensure industrial harmony within the province. This is the way to achieve the necessary changes with minimal adverse effects for both parties and the community.

New Brunswick has such a committee, under whose auspices the existing Industrial Relations Act was formulated in 1972. But except for the institution of a sub-committee, "it has become dormant since the Act's formulation and seemingly awaits a conflict situation before becoming fully functional," asserted LePage.

recommendations to help workers join unions.

Wholesale and retail trade, finance, insurance, real estate, and the service industries are the least organized industries in Canada. While the labour force within them is expanding, Munro declared, the degree of unionization is falling far behind: between 1956 and 1966, the increase in the number of paid workers in these groups represented 1.25 million out of an overall increase of 1.6 million. Yet union membership in these groups merely increased 134,000, of which 50,000 were government employees.

"It is all very commendable to recommend the establishment of a committee," Munro said, "But the CLC must also convince its unions that they must regard the organization of the unorganized as a priority objective for which they have a prime responsibility."

In the case of the attitudes and fears of management against organized workers, Munro said, many employers complain they cannot afford unionized employees. "A common complaint is that small-sized businesses would fold if their workers unionized." Some would go under, he agreed, but they would have failed regardless of unionization. Others fold due to inefficiency, poor management, poor marketing techniques and other factors.

"But government cannot be expected to determine policy on the basis of that small segment of the business-industrial community that is inefficient, marginal or hardly viable regardless of unionization. To hold back the growth of unionization in order to protect inefficient firms can scarcely reflect progress and responsibility," the Minister told the delegates.

"Let me repeat that I cannot agree with the sort of complaint I have outlined—most certainly not when we are speaking in the context of more equitable distribution of wealth and of our respective responsibilities to the community. What community is well served when perhaps a significant proportion of its workforce receives little, if anything, more than the minimum wage? How can employers increase sales and improve growth potential in this situation? How can the employees improve their situation?"

Unionism is not a panacea for either side. Rather, suggested Munro, low-paid workers should represent to management a largely untapped source of sales, something that is vitally important in the current competitive market place.



Organized labour since its inception has acted in a responsible fashion toward the community at large. Unions have many times actively demonstrated concern for all workers, and labour is particularly active in such fields as consumer affairs, human rights, and the development of community health centres, housing projects, and anti-poverty programs.

Community action requires a motivated and educated membership, and unions sponsor schools such as the Labour College of Canada, and weekend educational programs. To provide leadership, the Atlantic labour movement has established the Atlantic Region Labour Education Centre (ARLEC) at St. Francis Xavier University. Whereas this school develops understanding of society and community problems and needs, LePage noted, an Atlantic business community institute offers courses in business subjects with no emphasis on management or business obligations to the community.

**Hugh M. Steeves**, mill manager at Kimberly-Clark of Canada and a member of the Saint John Board of Trade, told the delegates that the common objective of labour, management and the community is the creation of wealth. Wealth usually has the connotation of excessive abundance, but to Steeves it is synonymous with prosperity and success.

Communities are wealthy or prosperous when they have good stores, roads, public buildings, housing, recreational facilities, and high employment. Industries are successful or wealthy when they make a good profit, maintain regular employment, maintain market acceptability and expand to meet market needs. Unions are thought of as being wealthy when they have a war chest, and when they supply good services to their locals.

Steeves agreed that defining the fair share of wealth for labour, management and the community is always subjective. Each group usually does not recognize the needs of the other two; nor does one necessarily tailor its programs and/or demands to fit in with the overall primary objective. What is needed, he suggested, is a change in attitude brought about by communication, exposure and experience.

Our economy is interrelated and interlocked, stated Steeves. In industry, mass production, specialized machines and specialized processes have increased this interrelationship. In communities (city, province and nation), there has been a loss of self-sufficiency, as the individual community can no longer meet the needs, wants and desires of its people.

When labour and management are in conflict, more than just the two parties involved are affected because of our economic and social interdependence. It has been said that industrial conflict should be government regulated—i.e., compulsory arbitration—but this type of intervention seems to be designed more to decrease the effects than to solve the problems.

According to Saint John Mayor Robert Lockhart, management has the right to manage and negotiating committees have the right to represent workers. But neither side should forget that the fundamental unit of all negotiations is the human being. Morality should overrule legality, he said, and workers have a right to the profits they helped their employers make.

# THE PRODUCT BOYCOTT: LABOUR'S LATEST TOOL

by GEORGE SANDERSON

**In the wake of a clothing union's successful boycott campaign against a U.S. company's products, labour leaders are now talking of the boycott as a powerful tool to use against management.**

The product boycott—a seldom used weapon in labour-management disputes—is suddenly gaining recognition among union leaders as a powerful supplement to (or substitute for) long and costly walkouts.

Although labour-sponsored boycotts of a company's products are as old as the North American labour movement itself, until recently they were conducted on a very limited scale and enjoyed little public support. In most instances, there was no evidence that such campaigns did much damage to the earnings of the target firm.

Today, however, the boycott is regarded by many unionists as an effective method of pressuring management into giving in to union demands. Cesar Chavez underscored this fact when

through a boycott campaign, he won initial recognition for the United Farm Workers in California's table grape vineyards. More recently, apparel workers at the El Paso-based Farah Manufacturing company, after an unsuccessful strike, won recognition only when they organized a nationwide boycott of Farah's products.

The Farah case showed that employers able to withstand strikes can be vulnerable to a massive campaign urging the public not to buy their products and retailers not to sell them. After a bitter 21-month struggle, the company finally bowed to union pressure late in February by recognizing the Amalgamated Clothing Workers of America (ACWA) as the bargaining agent for Farah employees.

In 1971, prior to the strike and boycott, Farah (one of the largest U.S. manufacturers of men's trousers) operated 10 plants in Texas and New Mexico with about 9,500 employees—mostly Mexican-Americans. By the time the battle ended in February 1974, five Farah plants had closed and more than 2,000 workers had lost their jobs.

Company officials acknowledged that the effect of the boycott had been devastating. An impressive profit of \$6 million in 1971 had turned into an \$8.4 million loss in 1972; Farah stocks fell from \$30 a share to \$3 a share at one point.



Although the Company reported net earnings of \$43,000 in 1973, sales had dropped to \$132.1 million from the 1971 volume of \$164.6 million.

In the three months ending January 1974, Farah reported sales of nearly \$23.4 million, putting the company more than \$2.1 million in the red. In the corresponding period a year ago, sales had totalled \$28.4 million and profits, \$188,000.

The turning point in the long dispute came when the company learned that two thirds of its employees had signed union authorization cards naming the ACWA as their bargaining agent. Management officials were quick to blame the pro-union vote on the boycott. Their view was that workers were compelled to join the union to avoid being laid off in further plant closings brought about by sagging sales.

Farah promised in the end to rehire 2,000 workers and to enter into contract negotiations with the ACWA. In return, the union called off the boycott and both sides agreed to drop all pending litigation.

Company officials are reported to have said that in their case it was not the strike but the boycott that forced management to capitulate. Picket lines in front of Farah's plants did not prevent most of the employees from going to work, and production was maintained for many months after the union struck in May 1972.

By itself, the ACWA might not have been able to bring Farah to its knees, but the union had two formidable allies—the international trade union movement and the National Labour Relations Board. Conversely, the company's foreign affiliates and its distribution subsidiaries overseas made it all the more vulnerable to concerted trade union action. In the autumn of 1973, the ACWA and the International Textile, Garment and Leather Workers' Federation—with the support of the International Confederation of Free Trade Unions—organized a consumer boycott in the Scandinavian countries, where 40 per cent of the products made by Farah's Belgian subsidiary were sold. In January 1974, the closure of the Belgian plant was announced. To quote **Industrial Relations Europe**: "For the first time (on a large enough scale to count) clear and convincing evidence was provided as to how effective international trade union action can, in certain circumstances, be."

George Meany, President of the powerful AFL-CIO, which supported the ACWA's "strike-and-don't-buy" campaign, termed the boycott a "very effective weapon," that labour can use "again and again" where indications are that it will be successful. But it would not be used casually or indiscriminately, he added.

The ACWA's drive apparently had little actual impact on consumer attitudes toward the company. "We never really had any evidence that the consumer paid any attention to it," a company official was quoted as saying. The real impact of the boycott was reportedly on retailers. Unionists argue that "informational" picketing and protesting outside a store can force a retailer to stop selling the boycotted goods simply to end harassment.



U.S. union leaders believe that Farah's surrender will help to spread unionization among thousands of Mexican-Americans employed in other industries. An official of the United Farm Workers union reportedly said that the Farah victory will give a "tremendous boost" to that union's efforts to regain bargaining rights in California's lettuce fields and table grape vineyards. Several years ago the UFW used a national boycott campaign to win contracts with many of the growers, only to lose the contracts last year to the rival Teamsters union (LG, Dec. 1973, p.795, Feb. 1974, p.114). Backed by labour, church and citizens' groups in both the U.S. and Canada, the UFW is now pushing a new boycott of California grapes and lettuce not harvested by its members.

George Meany urged all state and local officers of the 13.5-million-member AFL-CIO to support the boycott. In his view the success or failure of the UFW to win economic and social justice for California farm workers will depend on the trade union movement's degree of support for the campaign.

In a letter to each of the federation's 900 state and local bodies, Meany gave instructions for carrying the boycott message to the public through systematic picketing and distribution of handbills. "Experience has proved that the best method for getting a boycott message across to the public is by picketing and handbilling at retail stores selling the products in question," explained the labour chief.

Members were cautioned, however, not to "undertake any form of physical interference with consumers, employees or delivery men or otherwise engage in any obstruction or disturbances." Picketing, he said, must be "peaceful."

Meany emphasized that customers should only be asked not to buy grapes and lettuce. They should not be asked to boycott other items sold at stores that carry the black-listed products, he said.

Chavez' earlier insistence on a total boycott of stores carrying grapes and lettuce had blocked AFL-CIO endorsement of the boycott until recently, because other federation affiliates, such as the retail clerks' union, would have been adversely affected.

The Canadian Labour Congress has pledged its full support and co-operation to the UFW, and has urged all Canadians to support the Farm Workers in "their continuing fight for social and economic justice." Speaking about the current boycott campaign, Chavez said: "The support we have received throughout Canada has been tremendous, much more than last time, and for this we are eternally grateful to all Canadians."

With the exception of Loblaw's Groceteria, the major supermarket chains in several Ontario cities, including London, Windsor, Oshawa and Sarnia, have agreed not to sell non-UFW California grapes and lettuce, and the Farm



Workers' supporters in Canada hope to persuade chains in Montreal and Toronto—the country's largest markets for these products—to follow suit.

In the wake of these developments, observers of the labour scene are asking whether the threat of a boycott could become a significant new weapon in collective bargaining. No, say a number of labour lawyers. They see the boycott only as a limited weapon with little practical application in labour disputes.

"It is certainly not the wave of the future," William Kilberg, the U.S. Labor Department's solicitor, was quoted as saying.

Moreover, aggressive nationwide boycotts are difficult to administer, legally perilous, and often costly. The ACWA reportedly spent more than \$4 million on its campaign in addition to the \$15 million spent on the strike. Critics of boycotts contend that "informational" picketing comes close to an illegal secondary boycott—picketing intended to shut down an establishment not directly involved in a labour dispute.

Nevertheless, some U.S. businessmen are predicting that unless product boycotts are banned, many more people will be working under union contracts. They are therefore asking for congressional action to strengthen anti-boycott laws and to close loopholes opened by the courts.

Opponents of the boycott blame the situation in the U.S. on the "Warren Court" and a 1964 case involving the Teamsters union and apple growers in Washington State. The U.S. Supreme Court held that boycotts in which pickets merely inform the public of a specific labour situation and urge consumers not to buy specific goods are in keeping with the constitutional guarantee of free speech.

In areas where conventional union-organizing campaigns have generally met with failure, unions can be expected to turn more and more to the product boycott as an organizing tool. Moreover, it could be used instead of a walkout, so that employees would continue to receive their wages.

But a product boycott must be directed at an identifiable, but not indispensable, consumer product, and be in support of an identifiable cause. In the Farah case and the effective grape boycott of the 1960s, "la causa" was the plight of the Mexican-American workers. Both boycotts had broad labour backing and were sanctioned by the AFL-CIO. Without the support of the church and the public, moreover, these campaigns could not have succeeded.



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## Arbitration in Essential Industries

# IS ARBITRATION A TECHNIQUE WHOSE TIME HAS COME?

by WILLIAM H. WIGHTMAN

"There must be a better way to settle disputes between labour and management." That is clearly what the public thinks, and we should be thankful that politicians and academicians, as well as labour and management, are thinking the same way. Nor is there any doubt that the principal symptom the public would like to see eliminated from the industrial relations scene is the strike.

In the face of truly astounding achievements by mankind in medicine, space technology and information processing, it's natural for the public to assume that man's intellect should be capable of devising some way to eliminate strikes. As readers of the **Gazette** know well, however, it isn't that

simple. Admittedly we still have a long way to go; but we should occasionally remind ourselves that we've already come part of the way.

Recognition strikes were once not only commonplace, but often the most violent and bitter. They have not been totally eliminated, but we have devised an orderly procedure that makes them a rarity today. The procedure may not be perfect, but, by and large, it works—and no doubt it can and will be improved. We have also devised orderly procedures for resolving grievances without strikes. Wildcats have not been totally eliminated, but they, too, are a rarity. Again, the procedures may not be perfect but, by and large, they work—and no doubt they can and will be improved.

Perhaps the public is more aware of what has been accomplished than we think. Perhaps this is why the public is more insistent than ever that we find ways of resolving public interest disputes without resorting to strikes. Whenever we discuss what has been accomplished, we had better avoid trying to fool the public by lightly dismissing the seriousness of our strike record with glib phrases like "more time is lost through accidents and sickness than through strikes." The public knows that everyone in the shop doesn't come down with appendicitis or broken legs at the same time, and that, for this reason, it is possible to plan for the contingencies of accidents and sickness without shutting down an entire operation. The public knows that this is not the case with strikes—and it knows that



it is the social and economic costs of strikes alone, rather than the lost-time statistics, that we need worry about.

In Canada we recently experienced a strike by elevator installers that tied up an estimated \$800 million in new construction. What was the time lost and the cost to the other trades idled by this strike? What were the other costs to the economy? What solace could the public take from the fact that the number of installers on strike, and therefore their time lost, was minimal?

As this is being written, the point is again being dramatically made by small groups of airport firemen in Vancouver and postal workers in Montreal engaging in unlawful strikes that have precipitated nationwide strikes affecting their services. Because only legal strikes are counted in our national lost-time statistics, these two major events will presumably not even be counted in our 1974 statistics.

The public is equally disenchanted by assurances that "more than 95 per cent of all contracts are successfully negotiated without a strike." This is another statistical truism that reminds us that some people use statistics as a drunk uses a lamppost—more for support than illumination! The mere fact that a settlement has been reached tells us nothing about the quality of the agreement. A good many settlements do make sense from the viewpoints of both unions and management; but no settlement can be regarded as good merely because a strike was avoided, if the price of avoiding that strike was capitulation by either party.

Just as our workforce has become more highly educated, so has the general public, and there is growing recognition that some contracts are settled without strikes because some employers believe they have no alternative but to sign and hope they can meet the added costs of the new agreement. Sometimes the price of avoiding a strike can be covered through cost reductions, improved marketing, a fortuitous improvement in the economy, or a combination of all three. Sometimes, as the public and ex-employees know too well, the price of avoiding a strike has been layoffs and shutdowns. Other contracts are signed without a strike because the employer knows, or at least has good reason to believe, that the cost can be passed on to someone else—meaning higher prices or higher taxes for the public.

Apart from those industries or services in which the revenues are completely or partially tax supported, the ability of the employer to pass on the added costs is rare. If the employer has this ability, there is a strong basis for arguing that collective bargaining cannot be justified on either moral or economic grounds.

As surely as it's misleading to use the term "dollar" without indicating whether we are thinking Canadian or American, it's even more misleading to use the expression "collective bargaining" without indicating whether we are relating it to the private or the public sector. When we fail to make this distinction, the discussion leads nowhere, because the two forms of collective bargaining are not the same and cannot be made the same.

Collective bargaining in the private sector is an exercise in determining how the pie, or the working conditions and benefits paid for out of the pie, will be divided between the members of the bargaining unit and the other groups claiming a share. The degree of clout the other groups can wield in asserting their claims varies considerably. It might be worthwhile to look at some of them in a rough order of priority.

**The tax man.** There's no question as to who is No. 1. Your friendly municipal, county, provincial and federal tax collector wins hands down. He not only has first claim on the action in terms of corporate taxes; he also accepts contributions at virtually every stage of production, and from everyone involved, be they employers, suppliers, owners, shareholders or consumers. The accountants like to talk about something called "after-tax profits," as though there was an end to it, but as soon as that money is put to use or distributed, our man is right back for another chunk.



**Non-union employees.** This is another inapt term, but it's meant to include the clerical, technical and managerial types who either get something close to their demands or take off for greener pastures where their skills are rewarded. In today's market, they can even take a little dig at the tax man by going on unemployment insurance for a while, and a number of them are doing just that.

**The consumer.** Remember the good old days when we called this fellow the "buyer?" That was a more dignified way of referring to the people who decided which store would stay in business by the simple device of spending their hard-earned money at the store that gave them the best quality and service.

Not a bad idea. We should try it again sometime, because it's an effective way of ensuring that some of the "pie" is used to improve the product.

**The supplier.** Where this fellow stands in order of priority varies a great deal from one industry to another. To a great extent it depends on how well he can compete with other producers, both foreign and domestic, on quality, service, price and delivery.

**The owners.** Last in the list are the people who risk their money in the hope that they'll get back something more than if they had invested in Canada Savings Bonds. There are a lot of people in the groups ahead of them, so this means that the investor is standing at the end of a very long lineup. Of course, he's in good company, because a lot of the investment

money comes from the pension funds of the people (including the tax man) in the lineup ahead of him, and they would also like to see a profit so that their pension funds will be improved.

Put them all together—the employees in the bargaining unit, the tax man, the non-union employees, the consumer, the supplier, the owners—and we have the essentials of what is referred to as a "market place." Within such a market place, collective bargaining should be capable of working in a manner acceptable to society, even though, at our present stage of human development, society must resign itself to the fact that, under certain well-defined circumstances, unionized employees are entitled to resort to strike action. The laws of the land do, and should, recognize that in a market-place situation the strike and lockout can have a legitimate role, testing the fairness of the union's demands on the one hand, and the employer's offer on the other.

The market place we have been discussing is also sometimes referred to as the "private sector." If we were to attempt to describe the public sector in terms of bargaining-unit employees and the other previously mentioned interest groups, the breakdown would be slightly different. In addition to bargaining units, there would still be non-union employees, suppliers and, of course, the tax man. But the terms "consumers" and "owners" don't fit, because they take on a totally different meaning in this

context. All of the people in all of the groups are both consumers and owners when we speak of the public sector, because they all use one or more of the public services, and they all pay taxes to support those services.

Under these circumstances, the concept of "collective bargaining as an exercise in determining how the pie will be divided" makes no sense if we agree that the reason we elect people to Parliament is to let them decide how much we shall be taxed, how the taxes shall be spent, and how much, in addition to taxes, we shall pay for those public services we use. Nor, in the case of public services, does it make sense to talk in terms of the relative bargaining power that the competing groups possess because, as we are all members of two or more of the groups, we are talking about wielding clout against ourselves.

Suppose that a teachers union was able to stop all education in Canada unless we agreed to meet its demands. This would mean, in effect, that the teachers were dictating what taxes we should pay and how those taxes should be spent. By extension, they would be dictating how much of our tax money should be spent on education rather than on health care, postal services, old age pensions, or any of the services we expect government to provide. The people we elect to form our government would have no say in the matter.

Is this realistic? Could our country tolerate the situation if postal workers, garbage collectors, policemen and the armed forces were given the same powers?



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Could our provincial and federal governments accept this kind of power, thereby abandoning their responsibility to govern?

The reason our procedures for settling union recognition problems and grievances have been largely successful is that both labour and management have concluded that, on balance, those procedures have produced equitable results. The fact that the procedures have not succeeded in eliminating all strikes over such issues would not seem to be justification for abandoning them on the grounds that "some people will defy the law and strike anyway." Rather, the fact that we have had substantial success would seem to argue in favour of trying to develop procedures for resolving interest disputes in a way that would command equal respect for a legislative ban on public interest strikes.

Can such procedures be devised? If we look to Australia as an example, the answer seems to be that, in the foreseeable future, there would be little hope of widespread observance of such a general ban.

Growing numbers of people are convinced, however, that there is a more limited goal that can be reached. If we: (1) start from the premise that employees who are denied use of the strike weapon must be provided with a guarantee that their wages and working conditions will not suffer in comparison with those obtained for comparable work performed by those who can strike; (2) mandate adjudicators accordingly, and provide them with realistic criteria against which to measure the equity of an award; (3) provide adjudicators with sound data from a source in which the parties have mutual confidence; (4) ensure that we have maintained a large sector of the economy in which bargaining reflects the realities of the market place, and may include the ultimate use of the strike; (5) ensure that the process of determining increases is not bogged down with procedural delays; and (6) take steps to carefully define the groups to whom the procedure should apply—then many people could likely be convinced that such a procedure will yield far more equitable settlements than are likely to result from a system that too often yields to political expediency.

Admittedly the "ifs" are big, but they are not insurmountable. Moreover, if we do not succeed in moving toward elimination of strikes, the alternative is clearly more ad hoc intrusion by government, and ultimately the demise of anything resembling free collective bargaining.

In his report, "Employer-Employee Relations in the Public Service of Canada, Proposals for Legislative Change, Part I," Jacob Finkelman devoted a chapter to discussing the appropriateness of the Public Service Staff Relations Act's having provided for a choice between arbitration and conciliation-strike processes for resolving public-interest disputes. Having begun his analysis with the conclusion that "There is little profit in discussing in philosophic and idealistic terms the question as to whether both techniques for resolving impasses in bargaining in the public service should be retained," he devotes the next several pages to a rationale favouring retention of the strike weapon. He does refer to arbitration as "a technique whose time appears to have come," but only one gathers, if it is entered into voluntarily.

Speaking in Edmonton to the Alberta Council of Personnel Associations, Bill Mahoney, Canadian Director of the United Steelworkers, cautioned against attempting to transplant the voluntary arbitration experiment of the steel industry from the United States to Canada. Mahoney was also reported as having said that there may be justification in treating employees in an essential service differently from those in the



private sector, but that use of the strike should only be denied in those cases in which absence of the employees from work would bring disaster to the community.

This question of definition is important, but let us put it aside for a moment and consider another quotation from Mahoney's address with which we should all agree: "The only way, with social justification, to remove the right to strike from these people is for society to sit down and remove the need to strike. There is absolutely no justification for someone in the public employ to be performing services for the public and receiving substantially less than comparable employees in the private sector, or in industry, for the same work. This is the kind of social injustice that no law will enable the public to continue perpetuating upon the lowest paid people in our society."

Mahoney is absolutely correct and reasonable in his contention concerning the need for justice in the treatment of employees who are denied the right to strike. But both Finkelman, who believes that public employees should be allowed to strike, and Mahoney, who judges that the prohibition should apply only to those providing essential services, are opposed in their views by two highly respected Canadian jurists.

The late Ivan C. Rand, in his Report of the Ontario Royal Commission Inquiry into Labour Disputes, came out strongly in favour of arbitration of disputes in the public service, and commented: "The phenomenon in public service that is becoming clearer each day is the commitment of vital public functions to a rapidly increasing number of small minorities, and the equally rapid expansion of

community dependence on their faithful performance. When individuals or groups voluntarily undertake these responsibilities, they enter a field of virtual monopoly; the community cannot secure itself against rejection of those responsibilities by maintaining a standby force which itself would be open to a similar freedom of action. Our society is built within a structure of interwoven trust, credit and obligation; good faith and reliability are essential to its mode of living; and when these obligations are repudiated, confusion may be the harbinger of social disintegration."

Judge Walter Little, in his Report on Collective Bargaining in the Ontario Government Service, opposed strikes in the public service, and stated: "It is a truism in our democratic society that, where the interests of any individual or group are in conflict with the overall interests of the community, the interests of the community must prevail. It is axiomatic that, if society is to be preserved, the sovereignty of the state must remain supreme. Surely our history traces our development to an acceptance of this principle.

"Furthermore, our democratic processes provide the methods by which the interests of the community are to be safeguarded. We choose, by free elections, those who will be entrusted with that responsibility, and we have the opportunity at regular intervals of either reaffirming that trust or transferring it to others. Implicit in the selection of those who will govern us is the duty of those

selected to provide, without interruption, those services to which all citizens are entitled by law to avail themselves.

"Therefore, despite my opposition to the imposition of compulsory arbitration to settle industrial disputes in the private sector, I cannot accept the proposition that anyone who joins the public service should have the right, in conjunction with others, to withdraw his services with the sole objective of compelling a duly elected government to meet their demands, no matter how meritorious they may be. To admit such a proposition is to imply that our processes of government, and the services which are provided by law for the benefit of all citizens are required, can legally be rendered ineffectual if a critical segment of public servants or Crown employees should engage in strike action. The result of such enforced repudiation of its obligations to the community by the government could be, as stated by the late the Honourable Mr. Rand, 'the harbinger of social disintegration'."

That makes the score a two-all tie in the quotable-authorities department. Rather than delve into the credentials of the authorities, let us look at the question from a slightly different viewpoint.

We have established for most Canadian public employees a confrontation system that, in effect, assures them that they will never know how much they can

get from the public purse unless they go on strike. Under these circumstances, it would be absurd to expect that postal unions, and others able to use political pressure by withholding public services, will not do so. And it would be absurd to expect that the leaders of these unions would not recommend and threaten strikes. They will do so, if only to avoid being confronted by their membership with the accusation that they "didn't get it all."

Both management and the general public would do well to focus their attention upon elected union officials and, in particular, those whose job it is to negotiate contracts. Yes, it would be a mistake to think that they all work under the same conditions. Some are in the job because no one else would take it on. Others campaigned as hard as any Member of Parliament and are looking to their next

election just as anxiously. The majority probably fall somewhere between these two extremes, and are subject to the same pressures that face an elected politician.

Any time they meet one of their constituents, these union officials are likely to be asked, "What did you do for me today?" And any time they return from negotiations to put an offer before their constituents, they are likely to hear the accusation, "You didn't get it all!" In view of these circumstances, we should be very careful before we accuse labour leaders of having acted irresponsibly. In his book **The Strike-Threat System**, economist W. H. Hutt says, "It would be absurd to expect unions not to play according to the rules of the game."

Like it or not, those who think they see merit in public service employees having a licence to strike must acknowledge that compulsory arbitration, in some form, is used to settle many public service disputes. Moreover, they must also acknowledge that some form of binding adjudication is going to be used with increasing frequency in the future. This being the case, it seems remarkable that so little effort is being made to devise criteria by which arbitrators may be guided in arriving at their decisions.

Not knowing that the legislation would ultimately permit strikes, those who designed the Public Service Staff Relations Act made an attempt to set out guidelines in the Act. The legislation covering Ontario's public service employees

contains similar guidelines. These initial attempts at developing criteria are rudimentary at best, but they do represent a beginning. Unfortunately, with one exception, no governments seem to be pursuing the matter, despite the fact that research into every other conceivable aspect of industrial relations is being conducted at the federal and provincial levels.

The exception is to be found in the terms of reference given on February 5, 1974 to an Ontario industrial inquiry commission. Among other duties, the commission was appointed to inquire into and report on "the appropriate criteria which may be applied in the determination of compensation for employees engaged by hospitals." Recognizing the limited resources available to a commission of inquiry, one must conclude that they have indeed been given a major task. We should be grateful that this start has been made; but clearly, research into the question of appropriate criteria would appear to be very much in the public interest, and hence worthy of support from complementary studies by other governments and private agencies.

These studies might logically require the convening of persons who have served on boards arbitrating public interest disputes. Other inputs might be made by organizations like the Economic Council of Canada, the National Industrial Conference Board, research departments of trade unions, and the Economics and Research Branch of the Canada Department of Labour. Their pooled efforts might even encourage the private sector to experiment with arbitration.



NFB

In my opinion, once it has been decided that a dispute is to be resolved by arbitration, it matters little whether the decision was arrived at through volition or compulsion. The arbitrator of a public-interest dispute is faced with the same problems and the same need for objectivity and objective information, regardless of whether the dispute was referred to arbitration out of voluntary desperation or legislative compulsion.

If the development of criteria to assist arbitrators is the key issue in devising a workable system for resolving public-interest disputes, the development of an information source that enjoys the confidence of all parties is only slightly less important. Here again we have already come a good part of the way. Thanks to thoughtful leadership and good staff work, the Pay Research Bureau has earned for itself the respect of many, both within and outside government circles. It seems clear that this agency has gained its reputation by working quietly and carefully.

The effectiveness of the Pay Research Bureau is limited, in part, by its resources. This problem could be corrected if we can be assured that more financing will produce better results. It may be, however, that an even more critical factor is the possible involvement of representatives of unions and management in a capacity that would enable them to authenticate the product of the Bureau's research. It would be unacceptable for any such involvement to seem merely apparent; it would have to be real, and to be seen to be real.

The Committee of Inquiry into Professional Consultation and the Determination of Compensation for Ontario Teachers made some valuable suggestions in its 1972 report. The Committee, having urged as a first principle of public policy that "... the teachers and the staff employed in the elementary and secondary schools of the Province will be compensated for their services at a salary and benefit level equivalent to the salaries and benefits paid for occupations of equivalent skill in the wealth-producing sector of the Province . . . ,” went on to make recommendations concerning the structure and role of a professional research bureau.

They envisioned not only that the Bureau would be under the direction of a joint (teacher-trustee) committee on research, but also that there would be a permanent adjudicative tribunal, the chairman of which should be the ultimate authority in the resolution of any dispute arising in the joint committee. The latter part of the recommendation reflects the Committee of Inquiry's conviction that the quality of the decision making would be benefited by the continuity of a permanent adjudicative tribunal, and that ad hoc arbitration should therefore be avoided.

The report of the Committee of Inquiry is also of interest because it reveals the views of the teacher representative on the question of compulsory arbitration of interest disputes. The member, Mr. B. S. Onyschuk, stated: "The public interest demands some finality to these matters, and if the parties have had a reasonable time in which to negotiate, but have not reached agreement, the matter should go to adjudication."

The concept of joint participation in the development of negotiating data has been examined by the Priestley Commission in Britain. Priestley recommended not only that the parties be represented on a "Steering Committee," but that the actual researchers should be chosen on the basis of joint consultation. Any arrangements that might heighten the confidence of both labour and management in the data produced would seem worthy of our closest examination.

Others who are searching for that elusive "better way" have suggested voluntary arbitration, final-offer selection, earlier mediation, and mediation-arbitration.

The very fact that each of these approaches has its own supporters reminds us of the contention that governments should have at their disposal an "arsenal of weapons." One needs to have had only limited exposure to labour relations to know that uncertainty can play a very useful and positive role in bringing the parties together. Ability to use the element of uncertainty skilfully, together with the earned confidence of both parties, are the stock in trade of the skilled mediator.

When Bill Mahoney cautioned against trying to transplant the steel industry experiment in voluntary arbitration from the United States to Canada, he was not arguing against voluntary arbitration as such. He was reminding us that apparently the time and circumstances were "right" for such an experiment in that particular industry and country, and that all of these conditions must be "right" if such an experiment is to succeed elsewhere.



No doubt he would join with all of us in welcoming further experimentation with voluntary arbitration, but the weakness in the approach seems to be that only on rare occasions will both parties conclude that all of the conditions are "right." We should not find fault with the union or company negotiator who believes that the interests of the people he represents would not be well served by agreeing to voluntary arbitration. Nor should we label him "irresponsible" if, for political reasons, he declines to recommend arbitration.

Final-offer selection probably suffers less than conventional voluntary arbitration from the likelihood of being politically unattractive. Thus far, in Canada, its principal advocates appear to have been representatives of professional groups. Perhaps the "all-or-nothing" element of the process appeals to the gambling instinct as much as to the intellect.

If ways can be found to circumscribe the possibility of an arbitrator being faced, knowingly or otherwise, with the dilemma of two choices, neither of which are in the long-term interest of the parties, final-offer selection may gain a measure of acceptability. The likelihood of this approach being acceptable to both parties on a continuing basis would seem to be contingent upon their ability to reach agreement on most of the contract provisions, and to give the arbitrator specific parameters that would preclude the making of a totally unrealistic choice. Some have described final-offer selection

as "gimmickry," but, at the very least, its proponents should be credited with a willingness to try to be innovative and this commodity is not commonplace in either research or practice.

Early mediation was proclaimed as a dramatic breakthrough when it succeeded in bringing about settlements in advance of contract expiry dates in the next-to-last round of railway negotiations. The price of those settlements, however, was conviction on the part of some union members that their negotiators could have and should have demanded more. Perhaps the lesson to be learned from this is that, where the strike option exists, what works one year may not work the next time around. Advocates of the arsenal-of-weapons approach see further support for their argument in this truism.

Med-arb has found a proponent in the person of Bill Kelly of the Canada Department of Labour—and, with good reason, the very fact that this particular Assistant Deputy Minister is identified with the approach gives it a considerable degree of credibility. One wonders, however, if it is not the case that the principal virtue of the approach is Kelly's personal endorsement.

This doesn't necessarily mean that "med-arb" won't work unless someone of Kelly's stature is on the scene to make it work. Those responsible for federal mediation and conciliation services have earned the confidence and respect of both labour and management. By any standard, they have had a noteworthy record of shortening strikes, or heading them off.

To be effective, the conciliator-mediator must enjoy credibility in the eyes of labour and management. The "med-arb" concept implies that, at some point in time, probably to the complete surprise of both union and management, the mediator declares himself to be an arbitrator, and proceeds to make an award. One wonders if such a transformation can be made without loss of credibility in the eyes of at least one of the two parties. If the price of med-arb is to impair the reputation of federal mediation-conciliation services, or of an individual conciliator, it is too high a price.

Behind this series of Gazette articles was the hope that the authors might put forward alternative methods for the resolution of disputes in services, either public or private, that would fall within a generally acceptable definition of what constitutes an "essential" service or industry. It's probably gratuitous to assume that an acceptable definition could be found, or, that if one were found, it would remain valid for any appreciable length of time.

Instead of my attempting to draw a line between essential and non-essential services, I think that it would be more profitable to examine the implications of the important differences between public, tax-supported services and those of the private, profit-oriented sector. Clearly, the two require different systems of wage determination. The differences are of such importance as to make it misleading and dangerous to use single terms, like "collective bargaining," to describe the two systems.

The problems we currently face with public employees should be regarded in a positive light. If we can devise a strike-free system that

assures public employees of equitable treatment, we will find we have taken a great deal of the steam out of the kettle, and that this alone will have a positive influence on the private sector. Perhaps, then, it would not be necessary to search for drastic solutions to the problems of the quasi-public and private services that have a high degree of essentiality.

If we are to bring about real and lasting improvements in the industrial relations sector in Canada, then labour, management and government all have important contributions to make. Stated in the simplest terms, labour and management must advise government as to the practical problems they face and suggest alternatives. Government must listen, weigh the alternatives, and devise a legislative framework that recognizes the primacy of the public interest. Second only to the public interest are the rights and interests of the individual—and only then should legislation attempt to accommodate the institutional interests of labour and management. The institutional interests of labour and management are sometimes in conflict with those of the public and the individual. Where such is the case, the resolution must be in favour of the public and the individual.

If their contributions are to be effective, however, both labour and management must recognize that there is a great need for calm voices and patience. In our current frustration, it is tempting to condemn our entire system, and all of the institutions of government. Perhaps there should be a moratorium on public debate of all but a limited range of issues. Both sides should recognize that, when we are enticed onto public platforms, we organizers are generally more interested in entertaining than informing our audiences. Those who invite us to "perform" are confident that the inevitable posturing and rhetoric will make for a lively session. It doesn't clarify issues—but it sure does sell tickets!

It is in our non-public meetings with government that both labour and management can afford a broader, more reasoned view. For its part, government must have the intelligence to know what advice to discount, and the courage to make haste slowly. Instead of attempting wholesale changes, government should content itself with examining and attacking problems one at a time. Having introduced a change, it should have the capacity to measure the effect of the change, a willingness to admit to unsatisfactory results, and the courage to try another approach. For our part, we in labour and management must show patience and co-operation in the face of this type of experimentation.



Gilbert A. Milne & Co. Ltd

(**Mr. Wightman** is Manager of the Industrial Relations Department of the Canadian Manufacturers' Association. He is a member of the Ontario Labour Relations Board, the Canada Manpower and Immigration Council, and the Unemployment Insurance Advisory Committee. He is also Secretary of, and a Technical Adviser on, the Canadian Employers' Committee of the International Labour Organization, and has served as the Canadian employer delegate to both the ILO in Geneva and the Organization for Economic Co-operation and Development in Paris. The article by Mr. Wightman, and the one on p. 467 by William Mahoney, are the latest in the Gazette's series on "Arbitration in Essential Industries.")

## PAT Conference

# WORK IN THE 1980s

by TED WEINSTEIN

It is no secret that future technological and sociological changes will alter man's life dramatically. But for organizations, their personnel—from assembly line worker or typist to company presidents—and the unions representing the workers, startling innovations may be as close as the 1980s.

A preview of what the 1980s may hold for unions, workers, and organizations was given to more than 1,600 delegates attending the 32nd annual Personnel Association of Toronto spring conference. During the sessions, held April 18 and 19 in Toronto, 12 speakers examined various issues related to the conference's central theme—"People: the most important resource common to all organizations."

Industrial relations in the 1980s will see a shift in labour unrest from industrial unions to agricultural workers and white-collar employees, particularly those in essential services, according to **Charles Connaghan**, President of the Construction Labour Relations Association of British Columbia.

Organized labour will become less militant in the next 10 to 20 years, he said, and will become more a part of the "establishment." Future unions will be fewer in number, but larger, more centralized and broader-based. "With greater centralization of bargaining, union locals will be concerned more with social than with economic issues, and local leaders will become primarily transmitters of information," he asserted.

Canadian workers will continue to ask for greater autonomy, and the more realistic international unions

will work out a peaceful settlement, predicted Connaghan. But resistance by certain international unions will lead to serious internal schisms, fragmentation, inter-union rivalry and raiding, such as is now being experienced in the B.C. forest industry, in mining unions, and in the metal trades. Such inter-union disruptions are costly to both management and society. Canadian unions will become further fragmented into autonomous regional units, Connaghan said, and legislation could be the only means of ensuring a peaceful changeover.

Young workers will continue to question the work ethic: demanding to make a real contribution to society, expecting job challenge and rapid advancement. Ultimately, merit will be the only qualification for promotion. Young workers will demand a greater voice in setting standards for a fair day's work and pay.





**Connaghan**

"It has been said that young people today have the entrepreneurial spirit of early capitalism, whereas their parents have the managerial ethic of security, order and dependence that is born of hard times," said Connaghan.

"We kid about the generation gap, but the next one is going to be a chasm by comparison. The philosophical gap may widen so far that management may well find itself totally unable to motivate young people."

What about older workers? Connaghan noted that our culture tends to regard workers as disposable objects that can be discarded when they are no longer "useful". "It seems cruelly contradictory to dramatically extend a person's physically productive years, then wittingly restrict the span of years during which this greater capacity can be employed.

"Retirement has become a matter of social policy, because politicians consider it a good idea to get older people out of the workforce so as to get younger people in."

But there is growing evidence that the "30-years-and-out" retirement concept may have adverse social consequences, because the most important factor in longevity is work satisfaction.

"Early retirement will also have manpower ramifications as more and more of the most highly-skilled leave the workforce, causing a serious deficiency in the availability of skilled labour."

Older organized workers, through their unions, will demand educational or retraining assistance if they are to be prematurely retired and would like to start new careers. They will also want greater economic protection: cost of living allowances in pensions, greater pension portability, earlier vesting rights, and the right to carry over into retirement a full range of fringe benefits paid for by the employer.

The so-called fundamental difference in outlook between white-collar and blue-collar workers will narrow during the next few years, asserted Connaghan. The wage gap between them will diminish as more white-collar workers join unions for employment security.

Middle management personnel have much in common with white-collar workers, said Connaghan, because "in many instances they have no more involvement than do their subordinates in the decision-making process, yet they are forced to implement company policy to which they are not a party. Moreover, they frequently lack the resources to carry out the policy.

"When an increasing number of the management group are cut out of the real decision-making process, morale drops, leading to counter-productive behaviour. This disenchantment rubs off on subordinates. All of this, coupled perhaps with union pressure on managerial rights, will lead this group toward unionization to seek the support, protection and recognition no longer inherent in the positions they hold."

Regarding unions themselves, Connaghan stated that "in most respects, they have never had it so good. Legislation in various locations has made recruitment easier, and the trend in Canadian law will continue to support the unions in the well-founded belief that collective bargaining is now firmly etched in the socio-economic structure of our society."

With growth will come problems, such as unions getting out of touch with their younger members. The latter will be better-educated and better-informed, challenging the leadership and firmly shaking the whole union structure. Unions will have to reconcile the different and often contradictory needs and objectives of their various member groups.

As unions become less "tuned in" to the needs of their members, management will move to fill the gap. Trends toward job enrichment, work redesign and greater mental input will produce a need to retrain and upgrade personnel on an unprecedented scale. These new skills will in turn demand new sophistication in employee selection and promotion.

The current pacesetters in job redesign have been non-union companies, showing that management is using these techniques to

counteract unionism. Although unionized companies are not as "daring" as their non-union counterparts, the trend to job redesign will spread into union shops, with unions attempting to preserve the status quo and management pushing to innovate.

"In the 1980s we will have moved, and will still be moving, toward greater collectivity," Connaghan predicted. "Management organizations, the so-called countervailing force to the power of unions, will continue to grow and will in fact become the sort of power-block that is both logical and desirable if we are to have any semblance of economic stability. And without economic stability, there can be no social stability."

As union strength increases, more companies will form themselves into industrial and regional blocks to deal collectively with unions. Old rivalries, competitiveness and mistrust among companies will seem less important.

Discussing the major collective bargaining issues of the next 10 to 20 years, Connaghan stated that reduced workweeks will be accompanied by requests for additional compensation for leisure time, such as vacation pay at time-and-a-half or double time. With shorter workweeks at higher salaries, management will be forced to seek ways of reducing labour content through technological change.

"Technological change is a battle already in progress on many fronts, but it must surely reach far greater intensity. It stands as a real challenge, a problem that I cannot honestly believe will ever be resolved totally or even partially. The ingredients for disruption are already with us: unemployment,

inflation, the cost pressure on management, the erosion of management rights, the legislative prerogatives being given organized labour to resist technological change. By the 1980s we'll be sitting on a live volcano," Connaghan declared.

The current attacks on the "sanctity of collective agreements," as evidenced by wildcat strikes, will intensify and could be one of the severest strains yet placed on the collective bargaining process, he said.

Although there will be a movement toward industrial democracy—workers becoming part of the decision-making process in business and industry—management will fiercely resist the concept of the union veto on business decisions.

"On the other hand," Connaghan noted, "it won't surprise me if certain governments make some legislative moves designed to hearten the unions in this particular issue. As with most theories, industrial democracy looks better on paper than it will out in the real world."

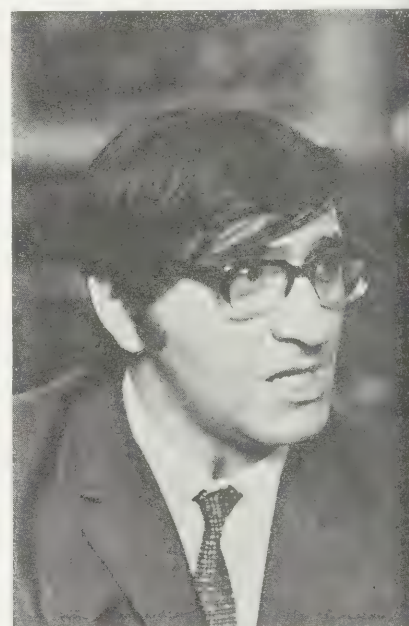
Issues related to job satisfaction will figure prominently in collective bargaining. Demands will increase for new ways to eliminate those so-called 'blue-collar blues', stemming from the worker's frustration and his hostility toward the technology that lowers his job satisfaction and status. Despite his relatively higher level of education and consequent higher level of expectation, he sees himself becoming less of a craftsman and more of a semi-skilled worker.

Pension equality for women and the provision of day care centres will also become major bargaining issues.

The public, for its part will be more impatient over strikes and disruptions in public services. The more people become unionized, the greater the opportunity for dispute and disruption. Governments will take on a higher profile in collective bargaining, leading to greater reliance on mediation services.

Industry specialists will become commonplace. Departments of labour will restructure their activities with more emphasis being placed on collective bargaining instead of waiting to be invited to participate, as is the current situation, said Connaghan.

Speaking on managerial effectiveness in the 1980s, **William Reddin**, President of W.J. Reddin and Associates of Fredericton, New Brunswick, said that future office employees will work at home rather than in office buildings.



**Reddin**

Managers, administrative workers and clerks will go to a special room in their homes, energize a "facsimile" machine, the computer terminal, the teletypewriter and the closed-circuit television, and begin working.

Current technology can mass produce a portable machine, similar to a television set, to sell for less than \$200. It can provide such information as current food prices, the contents of a library or even what the children are doing.

"The office today is as unfortunate an artifact as were fixed working hours," declared Reddin.

"In the future, we will train managers in organization design," continued Reddin. "Some seminar topics will be: 'How would you design an organization that would collapse once its goals were achieved?' 'How would you recruit for an organization designed to have a 25 per cent executive turnover?' 'How would you predict a strike?'"

"Organization redesign will become a continuing function. It will be possible to reorganize the management system—and eventually the plant—within a day, with low resistance to change, and with a high commitment to the design, because it will be seen by all to be clearly appropriate to the true situation."

In Reddin's opinion, the manager of the 1980s will be a professional. He will be selected for intellectual capacity, behavioural flexibility, able to move from relationship to relationship, group to group, organization to organization. "It seems clear that corporate loyalty will weaken; job-hopping will be a badge of competence. Executive turnover will not be a problem, it will be a policy."

There will be three classifications in the future. Management by objectives (MBO) will be less linear, less sequential and fragmented, and more interactive, involving participation. It will be less authoritative, disciplined and paternalistic, and more stimulating. It will be used less for accuracy and more for understanding of methods and consequences. MBO will not be used to produce stability with clear goals, predicted Reddin, but to produce flexibility with changing goals.

Referring to profits, Reddin said that managers have the responsibility to manage business to produce more socially-valuable resources, not profits. The concept of what things are socially valuable will change, but the businessman's responsibility to create added value will not change.

Speaking on employee participation in the decision process, Professor **Donald C. King**, Director of the School of Industrial Administration's Masters program at Purdue University, said that traditional organizations are under attack by behavioural scientists because the organization of work is not consistent with the needs and wants of workers, human resources are wasted, and traditional organizations are too inflexible. Job enlargement, rotation, and enrichment are ways to organize work so as to give employees more say in their jobs.

In open systems of organization management takes on a consultant and resource function, helping people to perform a job, but not assigning a task and then checking to see if it is done. It is difficult to re-organize jobs without changing leadership style.

Another factor, information and control systems, must give the people involved with a job timely, accurate feedback on their progress.

It is inconsistent for managers to ask workers for their opinions, then segregate themselves in executive board rooms or dining rooms. There must also be consistency between the inside world of the company and the outside world with which it deals.

Compensation is also important, King stated. The real issue is money, and if an organization is moving to make its employees more committed and is asking them to work harder, the workers will rightly expect to see this reflected in their pay.

The final factor in creating an open system of organization is the relationship of that organization to the unions operating within its walls.

If management cannot create an open system of organization by using all these elements, it must consider which are the most important ones to implement.

**Dr. Melvin Sorcher**, Employee Relations Manager of General Electric Company in New York City, spoke on supervisor training. Many companies using training courses find the principles taught in the classroom are not transferred to the job because the class programs are based on attitude change. But attitudes are resistant to change because such change is often threatening or uncomfortable. Consequently supervisors found they didn't know how to apply on-the-job skills they learned while in training.



# TAKING THE BITE OUT OF INFLATION

by GEORGE SANDERSON

Canada is going through its worst period of inflation in 22 years, prompting more and more workers to seek cost of living protection in their collective agreements with employers.

Although cost of living or escalator clauses have been included in only a small percentage of labour contracts signed in Canada, they could become a standard feature of most agreements.

In a recent survey of business opinion, the **Financial Times** of Canada found that three quarters of the company executives sampled favour inserting cost of living clauses in new contracts. Only 21 per cent prefer the alternative of shorter-term contracts. Among those who expressed a preference for cost of living allowances, two thirds said that the escalator should be tied to the regional Consumer Price Index rather than to the national index. A smaller majority of 52 per cent feel that management should agree to reopen existing contracts.

Labour unrest is burgeoning in industries that either have inadequate or no cost of living protection, and employers across the country are coming under increasing pressure from many unions to renegotiate current contracts or to introduce escalator clauses in new settlements (as an alternative to huge yearly increases in basic pay).

In Ontario, Canada's most industrialized province, a survey of 1,675 collective agreements disclosed only 112 cost of living clauses. The percentage is higher, however, among large bargaining units, on a nation-wide basis. The Canada Department of Labour says that, out of 780 agreements covering 500 or more workers, 150 have escalator clauses.

Unions that have incorporated measures designed to take the bite out of inflation are determined to improve them. Generally, they

want bigger, faster increases as prices rise, the elimination of any ceilings on escalator raises, and the extension of the escalator principle to pensions.

A commonly held position among unions is that escalator protection is the only way a worker, retired or employed, can hope to keep pace with runaway inflation. They have come to see a fixed pay raise as only a base for additional increases. Said Anthony Scotto, vice-president of the International Longshoremen's Association: "Inflation has largely invalidated any policy of negotiating only fixed wage increases in each year of a multi-year contract."

Some employers have been quick to make necessary wage adjustments; others came to terms only after experiencing wildcat strikes or

work slowdowns. About 1,000 employees at Brunswick Mining and Smelting, for example, got their Bathurst, N.B. company to renegotiate their pay only after staging disruptive wildcat strikes over six weeks. Similarly, 4,000 Metro Toronto and City of Toronto outside workers won a cost of living allowance in their contract after rejecting a 20 per cent fixed wage increase over two years.

While a number of industries have been plagued by worker walkouts or excessive demands from unions, nearly all the companies with cost of living agreements have been relatively free of labour unrest. The United Auto Workers' latest contract with the Big Three auto makers is a case in point. The three-year pact calls for a modest 3 per cent increase in base pay each year, but a generous escalator clause provides an increase of 1 cent an hour for each 0.35-of-a-

point increase in the Consumer Price Index. Most other escalator clauses provide a 1-cent-an-hour hike only after a CPI change of 0.4 or 0.5 of a point.

The steel settlement in the U.S. (p. 460) gave the United Steelworkers a fixed pay increase of about 15 per cent over three years—a modest raise by today's standards. But the USW also won faster escalation in the aluminum, can and steel industries through a change in formula. Instead of receiving a 1-cent-an-hour increase for every 4/10-of-a-point rise in the CPI, workers will get a 1-cent raise following every 3/10-of-a-point CPI increase. The new formula is now viewed as standard by several American unions.

Following the USW's success in the U.S. in bringing pensions under cost of living protection, other unions in that country and Canada

can now be expected to press hard for escalator formulas covering retired workers.

In a new approach to the inflation problem, some cost of living clauses depart from the national Consumer Price Index. In one recent contract signed by the Government of Saskatchewan and several hundred road maintenance, construction and office employees, a formula based on the Regina-Saskatoon index was adopted. Similarly, Winnipeg school teachers won a cost of living clause tied to the regional CPI, which is below the national average, and lower than those of several other Canadian cities. Such arrangements may become a new and more moderate goal for both management and labour in less economically prosperous communities where smaller industries are involved.

Until recently, most Canadian employers tended to regard existing contracts as hallowed documents. The thought of mid-term or unscheduled wage increases was inconceivable. Now, however, management is becoming more responsive to the need for flexibility. Great Western Garments of Brantford, Ontario, is one of several companies that have reopened their contracts to provide for mid-term pay increases. The federal Government recently gave each of its employees a \$500 cost of living bonus, and the New Brunswick Government granted special adjustments of \$125 per employee. The Government of Ontario agreed recently to renegotiate the wages of 20,000 public service employees four months before their contracts officially expire because the soaring cost of living put them in an "unfavourable position" under the contracts signed in 1972.

Meanwhile, Québec's Premier Robert Bourassa is studying union demands for cost of living increases for 155,000 provincial public servants. Québec's three



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major labour federations want their government to renegotiate collective agreements signed two years ago, but Bourassa has indicated that he would first study the possibility of giving something to the workers without reopening the contracts. So far, about 50 private employers in the province have reopened agreements and increased salaries for their employees.

A growing number of major companies are giving their workers wage increases several months ahead of schedule. In the forefront of the movement was the Steel Company of Canada (STELCO): although STELCO's contract did not call for a pay increase until August 1, the company agreed to a "catch-up" pay raise of 15 cents an hour effective April 1. In addition,

STELCO offered a 15-cent-an-hour cost of living allowance not covered in that contract. "It's unprecedented in our 28 years of bargaining with organized employees," said Robert Henault, STELCO's vice-president for personnel.

Shortly after STELCO granted its pay increases, Dominion Foundries and Steel (DOFASCO), which is not unionized, announced a similar raise. Then Algoma Steel and Westinghouse granted their employees cost of living allowances, in addition to negotiated pay increases, in current agreements. Algoma offered 15 cents an hour, effective April 1, four months ahead of schedule, plus a cost of living bonus. Westinghouse raised a general increase of 16 cents an hour to 24 cents and doubled a cost of living bonus scheduled for

August to 16 cents. Other companies that have since given their workers unscheduled pay hikes include Rio Algom Mines, International Nickel, Falconbridge Nickel Mines, Lake Ontario Steel, Central Canada Potash, Artistic Woodwork, and the British Columbia pulp and paper industry.

"This is the first time in Canada that I can remember that employers have on their own done anything like this," commented David Archer, president of the Ontario Federation of Labour. "They usually save it for collective bargaining. Maybe it does herald a new era of understanding," he said.

Although management officials have expressed concern about the potential implications of the "catch-up" movement, they concede for the most part that it has not done industrial relations any harm.

A Canada Department of Labour survey of collective agreements has found that less than 10 per cent contained some form of cost of living (COLA) provision.

The survey, conducted by the Economics and Research Branch of the Department and released in June, examined all contracts under federal jurisdiction and all contracts covering 200 or more employees under various provincial jurisdictions. Of the 2,440 agreements surveyed, 233, or 9.5 per cent, contained COLA

clauses; 119 of these were agreements covering 500 or more employees and 114 covered less than 500 employees. The 233 contracts covered 385,269 (20 per cent) of the 1.92 million employees governed by all the contracts examined. COLA provisions were most common in the manufacturing industries: 158 (67.8 per cent) of the 233 agreements were in that area.

The survey found the contracts contained a variety of COLA clauses, with the majority—190

agreements—providing for a cents-an-hour increase per point increase in the Consumer Price Index. Of these, 124 provided for quarterly COLA adjustments, 16 provided for semi-annual adjustments and 38 provided for annual adjustments. The most common range of payment is one cent an hour for every increase of .40 to .60 in the CPI. In 99 cases, the maximum raise per year was specified; 91 agreements set maximum payments, which ranged from 3 to 30 cents an hour.



# A CRACK IN THE LIBERATION BELL

by GRACE McKENZIE

This year's industrial relations conference at McGill, sponsored by the university's Industrial Relations Centre, was billed "Women and Work;" it should have been called "How Women Should Work." The topic "Women and Work" was scooped a week earlier by Sheila Arnopoulos of **The Montreal Star** in a series of six articles headlined "Thousands earn 60 cents an hour" for 60 hours a week. Her documentary report focused on unskilled immigrant women workers in Montreal. These women were not the subject of the Montreal conference.

In contrast, the audience profile of the McGill conference was heavily weighted in favour of the successful, well-educated, middle-class businesswoman for whom discrimination on the basis of sex is a recognized handicap. A number of the speakers referred to industry's need for well-trained females to fill positions created by the technological revolution. Part of the carrot includes opening the

door to the boardroom a crack. Several distinguished guests gave a quickie course on how to squeeze through.

If the objective of the conference was to take a reading on the status of women at work in Canada, the opinion of Canadian male executives was loud and clear: they do not want any part of it. Tokenism in reverse produced an estimated attendance of 200 women and about 12 men. No amount of word-slinging could change the impact of their negative vote. Even the Dean of the McGill Faculty of Arts and Science, Harry Douglas Woods, failed to put in an appearance.

Those attending these conferences in preceding years have been mainly senior executives from industry, government, universities, and trade unions. The few females present played their customary role of silent observers, excluded from the stag parties in the evenings when the most interesting ideas are often communicated.

As the result, apparently, of the title of this year's event, lower-echelon females attended. Even all the reporters were female, with the exception of Dave Chenoweth of **The Gazette** (Montreal) who covered the first day, April 3, and spilled the beans on the uncharacteristic attendance. He was sent to cover a different event on the second day, April 4. This was viewed as everyone's loss, because we would have liked to have known what his astute and perceptive eyes and ears would have observed during the second day.

Another message of the conference from the male side was "it's a man's world, and if you women want to succeed in it, you'd better act like a man." The catch is that you will not be considered to be acting like a man unless you start at the bottom, perform the nittiest of the grittiest, and be satisfied with half or three quarters of the pay.

These are, of course, the basic (male) assumptions. The main verbal message of the conference was that because the participation

rate of women at work will soon reach 40 per cent of the labour force, a few more crumbs will be made available.

The conference itself was long on promises and short on facts. Many more Canadian statistics must be collated. One relevant Canadian statistic was provided by Janet Smith, Acting Coordinator, Equal Opportunities, of the Public Service Commission. She said: "Even though 30.3 per cent of the employees of the Public Service are female ... there are 10 women in senior jobs, or one-one-hundredth per cent of the female public servants are working at this level, compared with half of one per cent of the men." In other words, out of every group of 10,000 women, one will reach the top. At the same time, out of a group of 10,000 men, 50 will get top jobs.

Smith added that these figures were not intended to illustrate the merit principle at work, or no discrimination on the basis of sex. They simply reflect the practice of the past century.

A side effect of the uncharacteristic audience was that the corporate policy programs intended for top executives who would be responsible for using them were delivered, instead, to the very females against whom they would be implemented. The result, to quote several of the male observers present, was "tokenism." There tended to be many words and little communication.

All this changed on the second day, when Rudy Winston, a lecturer from the Harvard School of Business, took the stand. He shocked

the audience out of its semi-comatose state by stating that, unlike the preceding speakers, he was addressing his remarks to those who came to the conference.

He then challenged his overflow audience, jammed into the eighth floor conference room in the Stephen Leacock Building, with the statement: "All the moaning and groaning in the world won't get you what you want. If you want equal opportunity for working women, you have to get in there and FIGHT for it. This is a power struggle, and those that have it ain't going to give it up without a fight.

"And you won't fight for it until the level of tension is unbearable. From what I've seen of Canadian women, that level of unbearable stress has not yet been reached here in Canada to make you want to fight for equal opportunity for women at work."

Drawing parallels between the fight for women's rights and the struggle of black workers in the United States, Winston estimated that it would take another 25 to 30 years for Blacks to achieve their goal of equal opportunity with white workers. He indicated that a number of battles had been won, but the war was continuing.

The impact of Winston's words left everyone speechless. When asked later how he wrote his speech, he said: "I just tells it like I see it; I can't tell it any other way." This might be the best lesson for those who attend conferences to remember. All the academic analysis and dry statistics, arguments, audio-visualslidepresentations, charts, and movies—you name it—cannot make up for the vivid truth,

especially when it is spoken with feeling and the conviction that can come only from deep personal involvement. The tension in the room evaporated. The men all commented that Winston was the "first person to tell the truth."

His job experience is even more checkered than that of most working women. He did a stretch in the advertising field, where he said he learned communication skills. Speaking without notes or props of any kind, he easily stole the show. The language he used, with its skillful use of the vernacular, the pithy phrases from the real world of men and women, showed his mastery of the oral tradition. Its rhythm and phraseology recalled Shakespeare.

As an example, he told the women: "You've got to get the man, not in matrimony or in the sack, but in the job." At this point, he noted that "the protest is not where the action's at, and there ain't no experts in this field." Arnopoulos had correctly divined where the action is at, but those at the conference did not appear interested in digging there.

Reacting to the heavy weighting of the speakers at the conference who came from the United States armed with U.S. experience and statistics (many of which sounded like corporate advertising from the multinationals represented), Winston hit home by stating what the Canadian participants had been thinking among themselves: U.S. lessons do not transplant to Canada because of the cultural and attitudinal differences. He said: "Direct transplants don't work unless you run through some cultures and see if they're the same."

The guarantees for change cited by Winston should be of interest to all types of pressure groups. His first point was that there must be more than the usual tension in the situation. As far as the fight for equal opportunity for women at work is concerned, it is his opinion that the necessary level has not been reached in Canada. He told the women: "You all can make it tough for men." His example recalls a punchline by Sylva Gelber, Director of the Women's Bureau, federal Department of Labour, who spoke at the conference: "Rome would have declined less if Roman women had declined more."

Winston warned the women that they must be prepared to accept the loneliness and isolation that would accompany them on their route to the top. Most of the women there had already faced those psychological hangups that nag at career-minded females, and those who are forced by economic necessity to leave the home. A sense of group therapy was provided by this man who had faced many of the same problems in his own career. It also brought the theme of the conference into the broader perspective of minority groups as a whole.

Opinion polls of all types are absolutely necessary at this stage to discover the attitudes of Canadian women and their sense of priorities, ranging from the freely emancipated career woman to the happy housewife. From these polls, and statistical fact-finding, it will then be possible to draw up a specific goal and plan.

This is a complex situation, with the female scaring the male, and the male wanting to keep his superiority on the job. Winston warns: "You cannot overlook this when dealing with the white man. He only understands one thing: POWER. Protest is nice, but it doesn't get things done. Come up with a specific set of objectives so he will get ants in his pants until you get something done. The white male in Western culture is one of the most uptight scared types in the world. The female scares him. He wants to keep his superiority on the job." Know this, and be forewarned.

What about superiority in the home? One U.S. survey cited at the conference indicates that working wives do an additional 34 hours a week of housework, while their husbands put in an average of 1.6 hours a week.

And, finally, some tips for dames who are slow on the uptake. When asked by a prospective employer, "What contraceptives do you use," say in shocked horror: "What kind of job IS this?"

Huguette Plamendon, International Representative, Canadian Food and Allied Workers, recounted that she was asked if she planned to get married and have kids. She replied: "Me? At 48!"

Job safety is another problem.

(Grace McKenzie is a Senior Writer with the Information Division of the Public Relations Branch.)



# VIOLENCE AND THE TRADE UNIONS

There is growing concern over acts of violence associated with labour disputes. Why are trade unionists resorting to extreme measures? Are there any remedies in sight?

It is easy to draw up an impressive list of violent acts committed in the course of labour disputes over the past few years. Take for example the events of October 9, 1969 in Montreal. The city's policemen walked off the job in the morning to attend a study session at the Paul Sauve centre, leaving Metropolitan Montreal without police protection for 18 hours. In the evening, the Taxi Association took advantage of the situation to settle a quarrel with the Murray Hill bus company. Storehouses were set on fire, a man was killed, and rioters left a trail of terror and destruction over a distance of about half a mile. There was much looting and considerable damage.

Two years later, on October 29, 1971, policemen and demonstrators in Montreal exchanged blows as a result of a lockout at **La Presse**, a daily newspaper. Windows at **La Presse** were smashed, a bus was set on fire, and a pregnant woman, caught in the crowd, could not be taken to hospital. She died.

The Common Front strike in April 1972 paralyzed the public service, schools and hospitals throughout the Province of Québec, causing hardship to the sick and to children.

On May 10, 1972, following the arrests of the Common Front's leaders, extremists staged an uprising at Sept-Iles, Québec. They closed stores, schools, the airport, and the only road connecting the town with the outside world. They put the police force out of action by blowing out the tires of all nine police cars. They seized the radio

station, occupied the municipal council chambers, and compelled Mayor Donald Gallienne to have the three union leaders released immediately.

On March 21, 1974, the business agent of a union destroyed three generators that supplied electricity to the LG-2 building site at James Bay and caused a fire that destroyed an entire dormitory

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**La Presse, 1971**

section. Total damage was estimated at \$2 million. Some 850 workmen had to be evacuated and the work site was closed indefinitely.

These are but a few examples of labour violence. Many more instances in Canada and abroad could be cited.

These aggressive tendencies on the part of organized labour stem from the trend toward bigness, anonymity and depersonalization in business, unions and government. Our bureaucratic institutions are no longer able to satisfy important human needs. They tend to frustrate rather than to serve the individual. The resulting collective determination to escape boredom, and anonymity tends to encourage anarchy.

Today's corporate organization is run by distant and invisible technocrats, surrounded by management personnel and responsible only to great numbers of anonymous shareholders who couldn't care less about the company's employees. They never see them, they don't know their names or anything about their background or their problems. Even the technocrats and the executives feel as anonymous and as dispensable as their lowest subordinates. Gone is the feeling of "belonging."

Unions, too, have become big, powerful, bureaucratic structures, challenging the State and the corporations. A new and important element in the contemporary labour scene is the entry of the intellectual white-collar worker into the union movement, bringing



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with him an ideological dimension to the traditional union-management confrontation. A unionism coloured by an ideology is what Québec trade unionism is all about. This kind of unionism is particularly bold and aggressive. "Our true objective," said QFL leader Louis Laberge in 1972, "is not to break windows but to break the system."

This radical ideology, encompassing the idealization of the masses, praise of revolutionary terrorism, and rejection of the system, preaches the doctrine of war against capitalism and extols the virtues of all those who fight the rich and the middle class—in other words, the Establishment. It has succeeded in making violence

appear somewhat romantic. Those who seek to topple the system are no longer denounced and punished; on the contrary, the intelligentsia and the mass media tend to make heroes out of them. To have served a prison term for illegal acts committed in the name of the workers is no longer a disgrace—instead, it confers some kind of halo on the "wrongdoer."

The permissive character of labour legislation has also encouraged violence. Union power has become almost untouchable in North America. No matter who is right or wrong, management always seems to be the guilty party.



Another cause of violence, both physical and moral, is the decline of the work ethic, and growing contempt for success measured in terms of material gain. To work simply to make money is no longer considered necessary or desirable. Goods produced mechanically, without human effort, appear worthless and are scorned. In reducing physical effort, the machine has decreased the value of physical work, bringing a profound change in the scale of social values.

The mass media have created a better-informed society that is constantly demanding more from the system. But the more the system gives, the harder people are to please. Family, school and Church are under attack. In the space of a few years we have seen the collapse of an all powerful clericalism in Québec and the disintegration of puritanism in the U.S. Such profound changes in the social order have led to excesses and to confusion. The State now has trouble keeping order in communities that were traditionally peaceful and respectful of authority, employers no longer succeed in imposing discipline, the family no longer dares to assert its authority, the Church is incapable of having even the most elementary morality recognized.

All these factors have affected labour-management relations. Nevertheless, it is easy to forget that most collective agreements are renewed each year without any disputes arising. Moreover, we tend to forget that the number of

extremists is small. This does not mean, however, that we need not take action to eliminate the unrest caused by the rapid growth of government, business and unions.

Today, unions have more duties than rights. They can no longer sing the same tune. They must abandon marxism, refrain from using violent language, renounce their ideological whims, and refrain from using the strike weapon in certain sectors of the labour community. The revolutionary oratory, melodramatic eloquence, and verbal violence that characterized the unionists of yesteryear, when workers were shamelessly exploited, seem ridiculous today. Union leaders' frequent use of extravagant language has made it impossible to take them seriously.

The unions should also stop deceiving themselves into thinking that they have a double mission—that of defending the material interests of their members, and that of representing the political and

ideological interests of a class. North American union members have no use for romantic ideology, class struggle and second fronts. They join a union to improve their wages and working conditions, not to be indoctrinated. Our labour unions represent only their members and have no mandate to speak on behalf of the community.

Their most pressing task is to adapt to the new realities of post-industrial society, to face and to solve complex problems that demand innovative solutions. For a start, the trade union movement could re-examine the wisdom and usefulness of the strike as a weapon in collective bargaining.

George Meany, president of the AFL-CIO, is on record as saying that "there is a growing feeling that strikes by people making \$7,500 a year or more just don't make sense. Years ago you put people on strike who were making 50 cents an hour. That's all you had to make up ... But now the workers have a

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The aftermath: James Bay, 1974



little home, they have a couple of kids going to college. You put them on strike, they're overboard within a week."

The strike was a powerful weapon at a time when the worker had "nothing to lose." At that time it was a hard blow to the employer. Now that workers enjoy a comparatively high standard of living, this weapon works against them. Employers frequently compensate for production losses due to work stoppages by increasing their prices to the consumer. Strikes in public services merely harm the public, not the employer. In the final analysis, the unionists and the public are the losers.

Employers, for their part, must understand that the signing of a collective agreement providing generous wage increases is not enough to ensure labour peace. An effort must be made to re-establish human contacts at the production level. Management cannot rely solely on computers to organize production and to appraise the qualities and performance of personnel. People are human beings, not numbers or statistics, they need to be encouraged, appreciated, noticed by their bosses. Ways must be found to revive that sense of belonging.

Now that the union movement is firmly established and capable of paralyzing essential services, the time has come for Government to tighten the screws a little. It must not be intimidated by powerful labour bodies. To ignore the right of the public to essential services at all times, on the pretext that the right to strike of a few hundred individuals must be respected, is to be insensitive to the needs of the community. Compulsory arbitration must replace the right to strike in essential industries, for it is childish to hope that those who have the right to strike will not do so. On account of their growing power and militancy, unions now constitute a real threat to the social peace. They have become true monopolies of manpower. Just as government has the duty to protect the consumer against corporate monopolies over essential products, it must protect the public against monopolies over essential manpower.

Some people advocate a non-strike situation where the enterprise would continue to function but where both employers and employees would stand to lose in a dispute. Profits and salaries, in full or in part, would be withheld or paid to a charitable institution or to the Government until differences were resolved.

Until now, governments have closed their eyes to the abuse of power by certain unions. The "silent majority", for its part, has no opportunity to show its anger other than the one provided by a general election. But one day this silent majority may show its anger in another way, and the result could be frightening.

(The foregoing was adapted from an article that first appeared in *La Gazette du Travail*, June 1974. The author, Jean Pellerin, is a journalist with **La Presse**, Montreal.)

# LABOUR LEGISLATION IN 1973

## PART 5: HUMAN RIGHTS

by BRIEN G. GRAY

During 1973 legislative changes in the field of human rights were enacted by the provinces of British Columbia, Alberta, Saskatchewan and New Brunswick.

British Columbia passed the Human Rights Code of British Columbia Act on November 7, 1973. Under the Code a new Human Rights Commission, boards of inquiry and the position of Director of Human Rights were established. In Alberta, Premier Lougheed announced the appointment of seven members to the Alberta Human Rights Commission. Also, the equal pay provisions of the Individual's Rights Protection Act were amended to provide equal protection to male employees. Changes were made under the Saskatchewan Human Rights Commission Act respecting the administration of the Commission.

The New Brunswick Human Rights Act, was amended to include age and marital status as prohibited grounds for discrimination. This brings to three the number of jurisdictions in Canada that prohibit discrimination on the grounds of age, sex and marital status.

### BRITISH COLUMBIA

The Hon. W. S. King, Minister of Labour, announced December 10, 1973 the appointment of a five-member British Columbia Human Rights Commission under the new Human Rights Code. The chairman of the Commission is Bishop Remi J. De Roo, S.T.D., of Victoria; the other members are Larry Ryan, Gene Ervington, Rose Charlie and William Black.

The Human Rights Code of British Columbia Act, which replaces the old Human Rights Act of 1969, was passed November 7, 1973. Only the

sections pursuant to the Administration and funding of the Act have been proclaimed in force.

The new Act makes a considerable number of significant changes. The grounds on which discrimination is prohibited in tenancy premises are extended to include sex and marital status. Similarly, marital status and political beliefs may not be used as grounds for discrimination in employment. A provision unique to the British Columbia legislation protects anyone convicted on a criminal or summary conviction charge against discrimination in (1) employment, and (2) membership in trade unions, employers', and occupational associations. The scope of the complaint process has been broadened, as have the powers of the boards of inquiry which fulfill the functions of the commission that existed under the old Act.

Any non-profit, charitable, philanthropic, educational, fraternal, religious or social organization or corporation—primarily existing to promote the interests and welfare of an identifiable group or class of persons characterized by a common race, religion, age, sex, marital status, political belief, colour, ancestry or place of origin—does not contravene the Act because it grants a preference to members of the identifiable group or class of persons. Formerly, this exclusion was not as specific, nor did it apply to all the provisions of the Act.

The former Act excluded domestic servants who worked in a private home. Under the provisions of the new Code this exclusion no longer exists.

Under a new provision of the Code no person may deny another person or class of persons (1) the opportunity to purchase a commercial unit or dwelling unit that is for sale or (2) the opportunity to secure land or an interest in land. With respect to any term or condition of the acquisition of this commercial or dwelling unit, land or interest in land, discrimination because of the purchaser's race, religion, colour, sex, ancestry, place of origin or marital status is also prohibited.

The Code also prohibits (1) denying to any person or class of persons the right to occupy as a tenant any space advertised for occupancy or (2) discrimination with respect to any term or condition of the tenancy on the grounds

of the tenant's race, marital status, religion, colour, ancestry, or place of origin. These provisions do not apply where the use of any sleeping, bathroom or eating facilities is to be shared with the person advertising the space.

The provisions prohibiting the publication or display of discriminatory signs, notices, symbols, emblems or other representation continue to apply under the new Code, as do the provisions protecting a person's right by speech or in writing to freely express his feelings.

The restrictions against discrimination in public accommodation services and facilities continue to apply unless "reasonable cause" exists for such a discrimination. "Reasonable cause" does not include race, religion, colour, ancestry or place of origin; nor does it include the sex of any person, unless in relation to the maintenance of public decency.

The new equal pay provisions protect persons of either sex against discrimination in the

payment of wages for "similar or substantially similar work".

The new Code forbids application forms or advertisements relating to employment—or oral inquiries of an applicant—to (1) express directly or indirectly any preference as to the race, religion, colour, sex, marital status, age, ancestry or place of origin of any person; or (2) require an applicant to furnish information covering race, religion, colour, ancestry, place of origin or political belief.

The Code notes an individual's right of equality of opportunity based on bona fide qualifications respecting his occupation. Thus, no employer may refuse to employ, or to continue to employ, or to advance or promote a person, or discriminate against him in respect of his employment (nor may an employment agency refuse to refer him for employment) without "reasonable cause." Reasonable cause does not include a person's race, religion, colour, age, marital status, ancestry, place of origin, political belief, or sex, unless it relates to the maintenance of

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public decency. Also, conviction on a criminal or summary conviction charge does not constitute reasonable cause, unless the charge relates to the occupation of the person.

The importance of these new provisions is seen when they are compared with those found under the old Act. The old terms prohibited employers from refusing to employ, or to continue to employ any person, or to discriminate against any person regarding employment because of his religion, race, sex (except where this is a bona fide occupational qualification) colour, nationality, ancestry, place of origin, age or because of a complaint or testimony made by that person pursuant to the enforcement of the Act. Finally, the prohibition of discrimination on the basis of age does not affect the operation, terms or conditions of retirement, superannuation, pension, insurance or seniority-type plans.

The Code states that everyone has the right, based upon his occupational qualifications, to equality of opportunity respecting his occupation and his membership in a trade union, employers' association or occupational association. Thus no such group may, without reasonable cause regarding these qualifications, (1) refuse membership to, expel, suspend, or otherwise discriminate against anyone or (2) negotiate on behalf of that person an agreement that would discriminate against him contrary to the Code. The latter protection is new under the Code. As with the provisions regarding discrimination in employment, the sex, race, religion, colour, age, marital status, ancestry, place of origin or political

belief of any person do not constitute "reasonable cause". Nor does a criminal conviction, unless the charge relates to the person's occupation or to the membership under consideration. It is important to note that under the old Act this type of anti-discrimination provision only applied to trade unions.

Another provision protects anyone making a complaint under the Act. No one may "evict, discharge, suspend, expel, intimidate, coerce, impose any pecuniary or other penalty upon, or otherwise discriminate against any person because that person complains, gives evidence, or otherwise assists in respect of the initiation or prosecution of a complaint or other proceeding under this Act."

The provisions of the Human Rights Code establish a commission known as the British Columbia Human Rights Commission. It consists of as many members as the Lieutenant-Governor-in-Council appoints—one of whom is designated as chairman. The functions of the Commission are as follows: (1) to promote the principles of the Act; (2) to promote an understanding of and compliance with the Act; (3) to develop and conduct educational programs designed to eliminate discriminatory practices; and (4) to encourage and co-ordinate programs and activities promoting human rights and fundamental freedoms.

The Commission may approve programs set up by government, private organizations or individuals

that are designed to promote the welfare of any class of individuals. The Commission may also approve a settlement regarding a discrimination under or contravention of the Act.

The Lieutenant-Governor-in-Council may extend the functions of the Commission so as to enable it to effectively carry out the intent and purpose of the Act.

Under the Code, the Minister of Labour appoints a director to act as chief executive officer of the Commission and as registrar for the execution of complaints under the Act. The Minister also appoints the individuals who will be eligible to serve on boards of inquiry.

The Director is responsible for ensuring that complaints and allegations are dealt with. He is required to act if (1) he receives a complaint that a person—whether or not he is the complainant—has been discriminated against or that a person has contravened the Act; (2) if he alleges, with or without receipt of a complaint, that a person has contravened the Act or has been discriminated against; or (3) if he receives from the Commission an allegation that a person has contravened the Act or has been discriminated against. In the case of either a complaint or an allegation he must investigate and try to effect a settlement of the alleged discrimination or contravention.

If the Director is unsuccessful or feels he will be unsuccessful in settling an allegation, he makes a report to the Minister of Labour, who may refer the allegation to a



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board of inquiry consisting of one or more panel members. All parties are given full opportunity to be represented by counsel, present evidence, cross-examine witnesses and make submissions.

The board of inquiry may dismiss an allegation it considers unjustified. Where the board of inquiry finds that the allegation is justified, it can order the person who contravened the Act to cease. In addition, the board of inquiry may order: (1) restoration of whatever rights, opportunities, privileges the aggrieved person was denied; (2) compensation for all or part of wages lost, or expenses incurred because of the contravention. Where the board finds the person who contravened the Act did so knowingly or with a wanton disregard and the victim suffered aggravated damage to his feelings or his self-respect, the board may order the payment of costs and compensation up to \$5,000.

When monetary compensation is ordered the person who was discriminated against may file a certified copy of the order with the Supreme Court or County Court. It will then have the same force as if it were a court order for recovery of a debt. Also, an order of the board of inquiry may be appealed to the Supreme Court on questions of law or jurisdiction of any finding of fact.

Under the old provisions, an investigation could be undertaken by the Director only after a written complaint was received from the aggrieved person. Where the Director was unsuccessful in reaching a settlement of the matter he referred it to the Human Rights Commission. The Human Rights Commission, in turn, could either dismiss the complaint as being without merit or find for the complainant. In the latter case, the commission was obliged to issue an order directing the person to cease the activity in question and to take remedial action. An order could also direct an employer to employ or re-employ a person and pay him lost wages, or direct a trade union to admit a person as a member or reinstate a member. Such an order was final and could be enforced by filing a copy in the Supreme Court.

Under the new Act, an allegation must be made within six months of the date of the alleged contravention. Claims for compensation or damages are not permitted if the contravention occurred more than 12 months before the allegation was made.

Contravention of any provision of the Act, or failure to comply with an order made by the board of inquiry, constitutes an offence punishable by a fine of up to \$1,000 for an individual and of up to \$5,000 for a corporation, trade union, employers' organization or employment agency. These penalties do not, however, apply to a person who has complied with a board order calling for financial compensation for wages lost or damaged reputation.

## ALBERTA

On October 26, 1973, Premier Lougheed announced to the Legislature the appointment of the seven-member Alberta Human Rights Commission. The chairman of the Commission is Dr. Max Wyman, currently president of the University of Alberta; the other members are Vince Cooney, Jean Forest, Marvin Fox, Muriel Venne, Connie Osterman and Naomi Whalen.

An amendment to the Alberta Individual's Rights Protection Act expanded the equal pay provisions to protect men as well as women. An employer is prohibited from paying a male employee at a lesser rate of pay than that of a female employee or vice versa for "similar work or substantially similar work". Formerly, this protection was only afforded to females.

## SASKATCHEWAN

The Saskatchewan Ombudsman Act came into force January 26, 1973. An amendment (effective May 4, 1973) to the Human Rights Commission Act in this province removed the five-member limit to the number of appointees to the Commission. The chairman (or in his absence or inability to act, the vice-chairman) is now empowered to cast the deciding vote in the event of a tied decision. The Act is now binding on the Crown or its servants or agents.

## NEW BRUNSWICK

The New Brunswick Human Rights Act was amended to include age and marital status as prohibited grounds for discrimination. The Act defines "age" as nineteen years of age and over.

The Act now forbids discrimination in employment on the basis of age and marital status, but allows for an

exemption if the Human Rights Commission determines that a limitation, specification or preference is based upon a bona fide occupational qualification. Also, the prohibition of discrimination on the basis of age does not affect bona fide retirement or pension plans and insurance plans.

Discrimination on the basis of sex, age and marital status is prohibited in the occupancy of commercial and dwelling units and on the basis of age and marital status in the sale of property. However, an exemption from the occupancy requirements, in so far as they apply to sex and marital status, is allowed if the Commission determines that such a limitation is based on a bona fide qualification.

Discrimination is again prohibited in public accommodation, services or facilities on the basis of sex, age or marital status. Once again, however, an exemption based on sex or marital status is available if a bona fide qualification is evident.

Sex, age and marital status are also prohibited grounds for discrimination in advertising, publications or broadcasting, with a similar exemption available.

Professional, business and trade associations are prohibited from discriminating on the basis of age and marital status.

Age and marital status are included as areas in which the Human Rights Commission exercises its powers and carries out its functions.



# 50 YEARS AGO

A Canadian Council on Child Welfare report on juvenile immigration into Canada from Great Britain; the weekly cost of food for an average Canadian family; alien labour in France; extensive changes in the industrial and economic life of China—these were among the topics discussed in the July 1924 issue of **The Labour Gazette**.

At the 1924 meeting of the **Canadian Council on Child Welfare**, the chief topic discussed was a report on juvenile immigration into Canada from Great Britain that had been prepared by Charlotte Whitton, honorary secretary of the Council. Emphasized in the report were the need for more careful inspection of the physical and mental condition of children whom it was proposed to bring to Canada, and more adequate supervision when they were placed in Canadian homes. The Council adopted the so-called “children’s charter” drawn up at Geneva in May, 1923, by the General Council of the Save the Children Fund International Union: “By the present declaration of the rights of the child, commonly known as the ‘Declaration of Geneva,’ men and women of all nations, recognizing that mankind owes to the child the

best that it has to give, declare and accept it as their duty that, regardless of all considerations of race, nationality or creed: (1) the child must be given the means requisite for its normal development, both materially and spiritually, (2) the child that is hungry must be fed, the child that is sick must be nursed, the child that is backward must be helped, the delinquent child must be reclaimed and the orphan and the waif must be sheltered and succored, (3) the child must be the first to receive relief in times of distress, (4) the child must be put in a position to earn a livelihood, and must be protected against every form of exploitation, and (5) the child must be brought up in the consciousness that its talents must be devoted to the service of its fellowmen.”

For the **average Canadian family of five**, the weekly cost of 29 staple foods was \$9.86, as measured by the average retail prices in about 60 cities at the beginning of June 1924. Including the cost of fuel and rent with that of foods, a typical family’s total budget averaged \$20.22



ILO

**France** was a “marked” country for immigrants and alien labour was welcomed. In 1923, the number of alien workers arriving in France was 262,877, while those who departed numbered only 59,951. Industry absorbed 184,255 of the immigrants and agriculture took 78,622. Of the number entering industry, 48,376 were unskilled labourers; 40,547 entered the building industry, and 31,040 went into mining.

**China** was undergoing extensive changes in the industrial and economic life of its people, according to information published by the International Labour Office. A noticeable feature of this change was the extent to which women and children were employed in modern factories. It was estimated that in cotton mills nearly 40 per cent of the workers were women, 40 per cent children, and 20 per cent were men. Many children eight and nine years of age were admitted into factories; even some under the age of 7 years were known to be at work. In silk establishments in Central and South China almost all the workers were women and girls, but in North China, boys between 10 and 20 years of age were employed.

# BOOK REVIEWS

## EXAMINING AN "OFFICIAL MYTHOLOGY"

### THE CPR

**A century of corporate welfare;** by Robert Chodos; James Lewis and Samuel, Toronto; 159 pp.

by M. K. CARSON

Robert Chodos has written an amazing counter-company history of the Canadian Pacific Railway from its inception in 1880 to the present. He delves deeply and authoritatively into the story of this now huge and highly diversified conglomerate. "The history of the CPR," he writes, "is the story less of public-spirited capitalists than of private-spirited politicians."

"There have been corporate welfare bums in this country almost as long as there have been corporations, and none has collected as much money (from governments) over as long a period of time as Canadian Pacific."

In one of three appendices to his book, he sets out in graphic form the money and land grants received by the CPR as "aid granted to CP Limited and other companies now in the CP system."

His figures show that over the century of its existence, the CPR has received from federal, provincial and municipal governments, \$106,280,334 and 43,962,546 acres of land.

The myth of the CPR, he says, "has been a basic component of the residual nationalism that its original authors, the Conservative party, never seem to be able to shake off entirely."

Chodos tells of how the Government, through the CNR, built the Great Slave Lake Railway to serve the CPR-controlled Pine Point Mines; of the original CPR land bonanza in B.C.; of CPR's answer to rising costs—phase out employees. He describes the CP law of railway finance, which says that whatever adjustments may take place anywhere else in the economy the CPR's profit position cannot be

allowed to suffer; and CP (Bermuda), which builds its oil tankers and bulk carriers in Japanese yards and then hires British officers and Spanish or Hong Kong Chinese crews.

A chapter titled "Passengers in the baggage car" deals with the downgrading of passenger services, as a means of getting rid of passenger trains. In "The men behind the CPR," Chodos examines the company's directors, noting that they not only run the company but, by means of a legal technicality, control the administration of its pension fund. As Chodos remarks, "Any questions about control of the pension fund are not quibbles over peanuts;" it is a pool about three quarters the size of the company's total retained income.

Chodos notes that although his book is about Canadian Pacific, his strongest criticism is reserved not for the officers of that company but for officials of the Government of Canada. His reasoning is that "as long as CP is allowed to exist as a private company, then it is the job of its officers to try to make as large a profit as they can, by all the means open to them."

"Government officials," he states, "are supposed to represent the people who elected them, rather than the shareholders of Canadian Pacific. Our representatives in government have shown a tendency to act as if the interests of the two groups were the same."

In his summarizing chapter Chodos makes what he calls "a modest proposal": nationalization of the CPR. He concedes that "there is no certainty that public ownership will make any difference. But it will create the opportunity for Canada's transportation system to be put on a rational basis."

Finally Chodos notes that "in proposing nationalization of Canadian Pacific, I don't really expect it to be carried out except by some future government with a whole new attitude toward the relationship between government and business: without such a new attitude, I doubt that nationalization would have much point."

(M. K. Carson is currently employed in the Conciliation and Arbitration Branch of the Department as an Industry Specialist responsible for railways.)

## **SAL SI PUEDES**

**Cesar Chavez and the New American Revolution**, by Peter Matthiessen; Random House, 1970, Dell Publishing 1973.

by **JOHN BANK**

This is not a biography. It is personal journalism that produces the best profile of Cesar Chavez in print, and, in the process, discusses agricultural economics, sociology, social history and politics as they affect the California farm workforce. From conversations with Chavez, Matthiessen writes long and detailed accounts of his personal history as founder of the farm worker movement. The title, **Sal Si Puedes** (escape if you can), is from the name of a slum barrio in San Jose where Chavez lived in his youth.

In a loose narrative that began with the first grape strike in the summer of 1968, Matthiessen captures the strike drama: the pickets strung out along the hot, dusty vineyards shouting through megaphones; the growers struggling to keep the upper hand in confrontation; and the problems—pesticide poisoning,

racism, child labour, police harassment, and low wages. Chavez is seen as he must be—inseparable from "La Causa," the drive to emancipate farm workers from the semi-peonage of the farm labour system.

Flashbacks describe the key events of the struggle: the 300-mile march from Delano to Sacramento, California, (March 1966), Chavez's 25-day fast (March 1968), the farm workers' support of Senator Robert Kennedy's California primary. The narrative concludes with the signing of contracts by 85 per cent of the table-grape industry and the outbreak of the lettuce strike in the summer of 1970.

In the light of the Teamster raids on the United Farm Workers grape contracts last year, Matthiessen's accounts of earlier Teamster-grower fraternization has a special relevance. After interviewing grape grower John Kovacevich, Matthiessen wondered: "Apparently Kovacevich has long since conceded that a farm workers union is inevitable; the question is whether he will follow the retreat of the right-wing growers to a sweetheart contract with the Teamsters, or follow his own conscience."

There is an account of the first and only time the United Farm Workers faced the Teamsters Union in a secret-ballot election: "The final election, held at Sierra Vista on August 30, 1966, was supervised by the American Arbitration Association, and anyone who had worked for fifteen days or more at Sierra Vista in the previous year was eligible to vote. The Teamsters already had a large California membership of workers directly

dependent on agriculture, which is a \$4-billion industry in California, and the workers in the packing sheds voted to join the Teamsters, 94 to 43. But the field workers, some of whom had heard about the election from as far away as Mexico, and came at their own expense to vote, won the election for UFWOC by 530 to 331. Some of these people had participated in as many as three previous strikes against Di Giorgio, all of them broken in a few days. In the light of what the growers are still saying to this day, it is significant that only nineteen workers of the near-thousand whose votes were accredited cast a ballot for no union."

In the course of his book, Matthiessen explodes some myths about agribusiness. The myth that unionization of farm labour will destroy the small farmer—the backbone of America—falls before the author's research. Seven per cent of California's farms employ 75 per cent of the hired labour. He shows the small family farm being gobbled up by big growers and huge corporate enterprises. California "has lost sixty-one thousand farms—nearly half—in the last decade. Since 1960, more than a quarter of America's family farms have vanished."

The new large corporate growers—at times, multinational corporations such as Tenneco, Dow Chemical, Coca-Cola—have mutual interests and often joint directorships with banks, land monopolies, canneries and railroads. Matthiessen argues that these corporate agribusiness giants,



with their market volume, underbid the small grower and show profits. They set prices. He could have added that they use non-agricultural monies to establish name brands, as Tenneco is currently using oil profits to advertise its brand "Sun Giant." The small grower's crops, often worked by himself and his family, must compete with crops harvested by low-wage labour. Union wages would actually help the small grower, as is evident by the National Farmers Union support of UFW.

Matthiessen deals with the romanticizing of the poor farm worker by quoting Chavez: "... the farm worker is only a human being. You take the poorest of these guys and give him that ranch over there, he could be just as much of a bastard as the guy sitting there right now. Or if you think that all growers are bastards, you're no good to us either. Remember that both are men."

Although Matthiessen quotes the growers faithfully, the book is a partisan piece in support of the farm workers. Matthiessen doesn't hide his bias, and the facts he throws into the book, a little too haphazardly at times, argue in support of the boycott. We learn from him that Safeway Foods, a grocery chain that is the largest buyer of table grapes in the West, is a perfect example of the interlocking business interests called "agribusiness." A member of Safeway's board of directors, J. G. Boswell, owning 135,000 acres of cotton in California alone, was the largest grape grower in Arizona in 1968. For not growing cotton, Boswell received an annual federal subsidy of over \$4,000,000. Other grape growers also serve on Safeway's board and participate in federal welfare to the rich.

Matthiessen stands a bit too much in awe of Chavez. "Because he is such an unpublic man, Chavez is one of the few public figures that I would go ten steps out of my way to meet," he states. "Such hope as there is of orderly change depends on men like Cesar Chavez, who, of all leaders now in sight, best represents the rising generation."

Matthiessen displays great admiration for Chavez as mystic, ascetic, committed leader. He sees him primarily as an organizer who insists that "a leader doesn't have to say so many things. Just do them. You keep it simple and you do things, and you let those actions be interpreted."

Matthiessen deals directly with the possibility of Chavez's assassination. He discussed with him the assassination of Martin Luther King and Robert Kennedy. Chavez responded: "No one accepts death, I think, but what is the alternative? If you lock yourself in or give up, it's a living death; that's no alternative. Death is not enough to stop you. You're really too busy to think of it. Unimportant, day-to-day things get your attention, which is just as well."

In one poignant scene we see all of the fear: "... Cesar's conversation turned to the murder a few weeks before of the United Mine Workers' Joseph Yablonski. Helen Chavez, who was making supper, had been listening with only half an ear, but now she turned, fork in hand, to stare at her husband.

"What?" she began, then stopped speaking as Cesar gazed at her. "We're talking about the assassination of that union leader," he admitted softly after a moment. "Oh!" Helen said abruptly, turning her head away as if she had been slapped. Her gesture reminded me of one that her husband had made at another supper on the night he had talked with Dolci. A child had suddenly burst out, "Hey, Cesar! Hey, Cesar!" And when Chavez turned, the child, eyes wild, pointed a finger: "Bam, bam, bam!" he yelled. "I've come to assassinate you!" Chavez turned his head away, much as Helen had just done, while the room suffocated in bad silence."

**Sal Si Puedes** is a timely book. The recent reversals in the fortunes of the man and his union again raise the question, "Can Chavez survive?" Only a handful of contracts remain; dues-paying membership has fallen from 62,000 to 12,000 members, owing to a refusal on the part of grape and certain lettuce growers to renew contracts with the UFW. It's an old question, and Matthiessen's book provides a believable answer by showing the farm-worker leader inseparably united to the rising aspirations of his people.

(Rev. Bank is a Roman Catholic priest, and has been an organizer for the United Farm Workers, AFL-CIO, for more than five years. He is also director of the Québec grape and lettuce boycott.)

# PUBLICATIONS IN THE LIBRARY

## LIST NO. 303

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### ACCIDENT PREVENTION

**National Safety Council.** Supervisors safety manual; better production without inquiry and waste from accidents. [4th ed.] Chicago [1973] 406p.

### ARBITRATION, INDUSTRIAL

**National Academy of Arbitrators.** Arbitration of interest disputes; proceedings of the twenty-sixth annual meeting, National Academy of Arbitrators, Atlanta, Georgia, April 3-6, 1973. Edited by Barbara D. Dennis and Gerald G. Somers. Washington, Bureau of National Affairs [1974] 314p.

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**Finkelman, Jacob.** Employer-employee relations in the Public Service of Canada; proposals for

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### COLLECTIVE BARGAINING

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**Kelly, Laurence Alexander.** Settlement methods in Ontario collective bargaining, 1970-1973. [Kingston, Ont.] Industrial Relations Centre, Queen's University [1974] 12p.

### CORPORATIONS, INTERNATIONAL

**Kujawa, Duane Anthony.** American labor and the multinational corporation. Edited by Duane Kujawa. Foreword by Robert G. Hawkins. New York, Praeger [1973] 285p.

### ECONOMIC POLICY

**Maxwell, Judith.** Policy review and outlook: 1974; the disappearance of the status quo [by] Judith Maxwell [and] Carl E. Beigie. [Montreal] C.D. Howe Research Institute [1974] 93p.

**Smith, Douglas A.** Economic policy and the U.S. impact of manufacturing wages in Canada. [Ottawa] Carleton University [Dept. of Economics] 1973. 38p.

### ECONOMICS

**Kregel, Jan Allen.** The reconstruction of political economy; an introduction to post-Keynesian economics. With a foreword by Joan Robinson. New York, Wiley [1973] 218p.

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**Conservative Political Centre, London.** Workers on the board; a study in employee participation [by] Bryan Cassidy. London, Conservative Political Centre [1973] 24p.

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**International Conference on New Patterns for Working Time, Paris, 1972.** New patterns for working time; international conference, Paris, 26th-29th September, 1972; final report. Paris, O.E.C.D., 1973. 86p.

### INDUSTRIAL DISPUTES

**Fisher, Malcolm Robertson.** Measurement of labour disputes and their economic effects. [Paris] Organization for Economic Cooperation and Development [1973] 239p.

## INDUSTRIAL HEALTH

**Conference Board.** Industry roles in health care, by Seymour Lusterman. [New York, 1974] 130p.

**McAteer, J. Davitt.** Coal mine health and safety; the case of West Virginia. Foreword by Ralph Nader. Afterword by Arnold Miller. New York, Praeger, [1973, c1970] 267p.

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**Abegglen, James C.** Management and worker; the Japanese solution. Tokyo, Sophia University, in cooperation with Kodansha International Ltd., Tokyo and New York [c1973] 200p.

**Weiss, Dimitri.** Relations industrielles; acteurs, auteurs, faits, tendances. Paris, Sirey, 1973. 320p.

## INDUSTRY—SOCIAL ASPECTS

**Chamberlain, Neil W.** The limits of corporate responsibility. New York, Basic Books [1973] 236p.

## INFLATION

**Barrett, Nancy Smith.** Prices and wages in U.S. manufacturing; a factor analysis [by] Nancy Smith Barrett, Geraldine Gerardi [and] Thomas P. Hart. Lexington, Mass., Lexington Books [1973] 212p.

**Chant, John Fulton.** The costs of alternative approaches to the adjustment of inflationary expectations. [Ottawa] Carleton University [Department of Economics] 1973. 39p.

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**Fletcher, John.** The interview at work. [London] Duckworth [1973] 96p.

## JOB SEARCH

**Stevens, David Walter.** Assisted job search for the insured unemployed. [Kalamazoo, Mich.] W.E. Upjohn Institute for Employment Research [1974] 112p.

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**Koechlin, H. François.** L'aspect juridique des relations du travail et sa portée pratique. Paris, Librairie générale de droit et de jurisprudence, 1972. 287p.

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**Jacobs, Eric.** European trade unionism. London, C. Helm [1973] 180p.

**Olling, Randy Dene.** Organized labour as a community interest: a study of St. Catharines, Ontario; a major paper. [St. Catharines, Ont.] Brock University, 1972. 163p.

**Pineau, Marie-Rose.** Les O.S. Paris, Editions sociales [1973] 196p. The "O.S." (ouvriers spécialisés) are skilled workers.

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## LABOUR ORGANIZATION—POLITICAL ACTIVITIES

**Gerhart, Paul Frazier.** Political activity by public employee organizations at the local level: threat or promise. Chicago, International Personnel Management Association, 1973. 85p.

## LABOUR UNIONS

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**Rouillard, Jacques.** Les travailleurs du coton au Québec, 1900-1915. Montréal, Presses de l'Université du Québec, 1974. 152p.

**Stieber, Jack W.** Public employee unionism: structure, growth, policy. Washington, Brookings Institution [1973] 256p.

**Thurston, Donald R.** Teachers and politics in Japan. Princeton, N.J., Princeton University Press [1973] 337p.



## MEDIATION AND CONCILIATION

**International Labour Office.** Conciliation in industrial disputes. Geneva [1973] 133p.

## MINIMUM WAGE

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## MINORITIES

**Sampat-Mehta, Ramdeo.** Minority rights and obligations. [Garden-vale, Que.] Harpell's Press [1973] 233p.

## PENSIONS

**Conference Board.** Financial management of company pension plans, by Patrick J. Davey. [New York, 1973] 117p.

## PRODUCTIVITY BARGAINING

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## PROFIT SHARING

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## SOCIAL SECURITY

**Canadian Council on Social Development. Task Force on Social Security.** Social Security for Canada 1973. [Ottawa, 1973] 189p.

## SOCIOLOGY, INDUSTRIAL

**Sainsaulieu, Renaud.** Les relations de travail à l'usine. Paris, Editions d'organisation, 1972. 295p.

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## UNIVERSITIES AND COLLEGES

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**Cheeks, James E.** How to compensate executives. Homewood, Ill., Dow Jones-Irwin, 1974. 288p.

**Cragg, John Gordon.** Wage changes and labour flows in Canada. [Ottawa, Information Canada, 1973] 575p. Title in French: Salaires et main-d'œuvre au Canada.

**Québec (Province). Bureau de la statistique. Service du travail et de la main-d'œuvre.** Emploi et rémunération dans les secteurs public et para-public; municipalités du Québec. Octobre 1970-Québec, 1971- Library has: 1972.

## WAGES AND HOURS—UNION INFLUENCE

**Ontario. Department of Labour. Research Branch.** Union-non-union wage differentials: a cross-sectional analysis, prepared by Gerald Frank Starr. [Toronto] 1973. 129p.

## WOMEN—EMPLOYMENT

**Lyle, Jerolyn R.** Women in industry; employment patterns of women in corporate America [by] Jerolyn R. Lyle [and] Jane L. Ross. Lexington, Mass., Lexington Books [1973] 164p.

## WORK SATISFACTION

**Haldane, Bernard.** Career satisfaction and success; a guide to job freedom [by] Bernard Haldane with the editorial assistance of Bill Olcheski. [New York] AMACOM [1974] 194p.

**Lawson, Joseph W.** How to reduce employee absenteeism, cure tardiness, and build employee morale, by Joseph W. Lawson and Joseph W.R. Lawson, II. Chicago, Ill., Dartnell Corporation. 1973. 1 v.

# INDUSTRIAL AND GEOGRAPHIC DISTRIBUTION OF UNION MEMBERSHIP IN CANADA, 1972

Union membership figures in the following tables are compiled by the Economics and Research Branch of the Canada Department of Labour. The basic data on national and international unions and their locals or branches are obtained, in the first instance, by Statistics Canada through the operation of the Corporations and Labour Unions Returns Act. These data, made available to the Canada Department of Labour through a co-operative arrangement, are supplemented by information collected directly by the Economics and Research Branch from independent local organizations, from some unions that are not subject to the reporting requirements of CALURA, and from central labour bodies operating in Canada. Data from these various sources are compiled in the Economics and Research Branch, making it possible to provide a broad picture of the dispersion of trade union members by industrial sectors and by geographic areas.

Aggregate statistical information on the labour movement in Canada, along with information on individual unions, central labour

congresses and independent local organizations, is available in the handbook, **Labour Organizations in Canada, 1972**. The statistical information represents Canada-wide totals by congress affiliation, type, and size of union. The directory portion of the publication lists the names, titles and addresses of the principal officers of individual unions, information on their substructures, the dispersion of their locals by provinces and other pertinent information, including the titles of their publications where applicable.

In 1972, there were 2,388,000\* union members in Canada, compared with 2,231,000 in 1971, an increase of about seven per cent. Changes in total membership are the net result of many factors, including recruitment activity of unions, changes (upward or downward) in employment levels in unionized areas, new union formation and changes in the survey coverage. A major influence affecting the increase between 1971 and 1972 was an expansion in the coverage of organizations in Education (teachers) and Health and Welfare Services (nurses); as a result, the sector including these,

Community, Business and Personal Service Industries, constituted 17.4 per cent of the total union membership in 1972 as compared with 12.6 per cent a year earlier.

Table 1 gives the distribution of union membership by industry on the basis of Statistics Canada Standard Industrial Classification (1970). The information in Table 2 supplements that provided in Table 1. It lists, in alphabetical order, the names of the international and national unions and the independent local organizations that account for more than one tenth of the organized workers within each of the industry groups. All organizations active within any particular industry group are thus not necessarily shown—only those having more than 10 per cent of the union membership reported in the group.

Table 3 shows union membership by provinces, and Table 4 provides a breakdown of union membership according to the geographic areas served by Canada Manpower Centres. These areas, based on the geographical classification used in the 1966 census, in most cases repeat the boundaries of census subdivisions; in a few cases they follow the boundaries of census enumeration areas.

\*Revised from 2,370,641, shown in **Labour Organizations in Canada, 1972**.

TABLE 1—UNION MEMBERSHIP BY INDUSTRY, CANADA, 1972†

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
<b>AGRICULTURE</b>	14	1,153	178
<b>FORESTRY</b>	71	31,919	381
<b>FISHING AND TRAPPING</b>	27	2,189	45
<b>MINES, QUARRIES AND OIL WELLS</b>	252	79,702	546
Metal Mines	131	57,172	211
Mineral Fuels	43	9,161	79
Non-Metal (except coal mines)	34	11,418	256
Quarries and sand pits	34	1,360	—
Services incidental to Mining	10	591	—
<b>MANUFACTURING</b>	3,820	780,270	146,477
Food	411	82,317	21,952
Beverages	95	12,103	888
Tobacco Products	25	6,387	3,152
Rubber and Plastic Products	108	17,878	3,975
Leather	66	11,230	5,451
Textile	191	35,050	13,603
Knitting Mills	19	2,235	1,744
Clothing	121	49,087	36,628
Wood	146	39,115	1,764
Furniture and Fixture	97	14,661	2,120
Paper and Allied Industries	399	80,346	5,194
Printing, Publishing and Allied Industries	214	28,746	4,438
Primary Metals	222	66,180	1,186
Metal Fabricating	451	64,735	6,358
Machinery	194	29,546	1,559
Transportation Equipment	226	106,284	6,474
Electrical Products	242	63,436	20,126
Non-Metallic Mineral Products	217	26,137	2,209
Petroleum and Coal Products	39	4,836	4
Chemical and Chemical Products	230	26,281	3,154
Miscellaneous Manufacturing	107	13,680	4,498
<b>CONSTRUCTION</b>	635	242,377	1,381
<b>TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES</b>	2,452	391,049	56,988
Air Transport and Incidental Services	134	20,321	4,584
Railway Transport	896	112,900	2,981
Water Transport and Incidental Services	139	29,284	554
Truck Transport	137	36,801	388
Buses and Street Cars	69	23,349	272
Other Transport	40	5,291	233
Storage	53	6,892	616
Communication	828	106,866	40,478
Electrical Power, Gas & Water Utilities	156	49,345	6,882
<b>TRADE</b>	514	91,480	24,164
<b>FINANCE, INSURANCE AND REAL ESTATE</b>	34	3,033	1,784
<b>COMMUNITY, BUSINESS AND PERSONAL SERVICE INDUSTRIES</b>	1,903	415,216	234,217
Education and Related Services	667	164,351	86,045
Health and Welfare	826	167,875	122,206
Religious Organizations	6	295	146
Amusement and Recreation	118	35,300	5,227
Services to Business Management	41	2,777	468
Personal Services	89	6,970	4,009
Accommodation and Food	95	28,862	11,630
Miscellaneous Services	61	8,786	4,486



**TABLE 1—UNION MEMBERSHIP BY INDUSTRY, CANADA, 1972†**

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
<b>PUBLIC ADMINISTRATION</b>	2,194	347,645	83,595
Federal Administration	1,083	154,304	37,646
Provincial Administration	361	99,753	31,947
Local Administration	750	93,588	14,002
Other Government Offices	—	—	—
<b>INDUSTRY UNSPECIFIED</b>	57	2,094	117
<b>TOTAL</b>	*	2,388,127	549,873

\*Non-additive: See introductory comments.

†Based on Statistics Canada Standard Industrial Classification (1970) (Cat. No. 12-501).

**TABLE 2—UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1972**

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL REPORTED MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
<b>AGRICULTURE</b>	Agriculture Union-PSAC-(CLC) Chemical Workers (AFL-CIO/CLC) Commerce Federation (CNTU) Ontario Civil Service (Ind.)
<b>FORESTRY</b>	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC) Woodworkers' Federation-UPA-(Ind.)
<b>FISHING and TRAPPING</b>	United Fishermen (Ind.)
<b>MINES, QUARRIES and OIL WELLS</b>	
Metal Mines	Steelworkers (AFL-CIO/CLC)
Mineral Fuels	Mine Workers (CLC)
Non-Metal (except coal mines)	International Operating Engineers (AFL-CIO/CLC) Metallurgists, Mines and Chemical Workers Federation (CNTU) Steelworkers (AFL-CIO/CLC)
Quarries and Sand Pits	Building and Woodworkers Federation (CNTU) Cement Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) International Operating Engineers (AFL-CIO/CLC)
Services Incidental to Mining	Machinists (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
<b>MANUFACTURING INDUSTRIES</b>	
Food Industries	Bakery Workers (AFL-CIO/CLC) Food Workers (AFL-CIO/CLC) Teamsters (Ind.)
Beverages Industries	Brewery Workers (AFL-CIO/CLC) Distillery Workers (AFL-CIO/CLC)
Tobacco Products Industries	Tobacco Workers (AFL-CIO/CLC)
Rubber and Plastic Products Industries	Rubber Workers (AFL-CIO/CLC)

**TABLE 2—UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1972**

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL REPORTED MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Leather Industries	Boot and Shoe Workers (AFL-CIO/CLC) Clothing Workers' Fed. (CNTU) Food Workers (AFL-CIO/CLC) Leather and Plastic Workers (AFL-CIO/CLC)
Textile Industries	Textile Federation (CNTU) Textile Workers Union (AFL-CIO/CLC) United Textile Workers (AFL-CIO/CLC)
Knitting Mills Industries	Amalgamated Clothing Workers (AFL-CIO/CLC) Clothing Workers' Fed. (CNTU) Textile and Chemical Union (CCU) Textile Workers Union (AFL-CIO/CLC)
Clothing Industries	Amalgamated Clothing Workers (AFL-CIO/CLC) Ladies Garment Workers (AFL-CIO/CLC)
Wood Industries	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Furniture and Fixture Industries	Building and Woodworkers Fed. (CNTU) Upholsterers (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Paper and Allied Industries	Paper Makers (AFL-CIO/CLC) Pulp and Paper Mill Workers (AFL-CIO/CLC) Pulp and Paper Workers Fed. (CNTU)
Printing, Publishing and Allied Industries	Graphic Arts Union (AFL-CIO/CLC) Printing Pressmen (AFL-CIO/CLC) Typographical Union (AFL-CIO/CLC)
Primary Metal Industries	Metal, Mines and Chemical Workers' Fed. (CNTU) Steelworkers (AFL-CIO/CLC)
Metal Fabricating Industries	Auto Workers (AFL-CIO/CLC) Machinists (AFL-CIO/CLC) Sheet Metal Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Machinery Industries	Auto Workers (AFL-CIO/CLC) Machinists (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Transportation Equipment Industries	Auto Workers (AFL-CIO/CLC)
Electrical Products Industries	CDN Union of Communication Workers (Ind.) I.U.E. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) U.E. (CLC)
Non-Metallic Mineral Products Industries	Cement Workers (AFL-CIO/CLC) Glass and Ceramic Workers (AFL-CIO/CLC) Teamsters (Ind.)
Petroleum and Coal Products Industries	Independent Local Organizations Oil Workers (AFL-CIO/CLC)
Chemical and Chemical Product Industries	Chemical Workers (AFL-CIO/CLC) District 50 (A.T.W.) (Ind.) Food Workers (AFL-CIO/CLC) Oil Workers (AFL-CIO/CLC)
Miscellaneous Manufacturing Industries	Auto Workers (AFL-CIO/CLC)

**TABLE 2—UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1972**

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL REPORTED MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
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**CONSTRUCTION INDUSTRY**

Carpenters (AFL-CIO/CLC)  
Labourers (AFL-CIO/CLC)  
Plumbers (AFL-CIO/CLC)

**TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES**

Air Transport and Incidental Services

Airline Employees (CLC)  
Airline Flight Attendants (CLC)  
Machinists (AFL-CIO/CLC)

Railway Transport

Maintenance of Way (AFL-CIO/CLC)  
Railway Carmen (AFL-CIO/CLC)  
Railway Clerks (AFL-CIO/CLC)  
Railway, Transport and General Workers (CLC)  
United Transportation Union (AFL-CIO/CLC)

Water Transport and Incidental Services

I.L.A. (AFL-CIO/CLC)  
Longshoremen and Warehousemen (CLC)  
Merchant Service Guild (CLC)  
Railway, Transport and General Workers (CLC)  
Seafarers (AFL-CIO/CLC)

Truck Transport

Teamsters (Ind.)

Buses and Street Cars

Independent Local Organizations  
Public Service Employees' Fed. (CNTU)  
Transit Union (AFL-CIO/CLC)

Other Transport

Ontario Civil Service (Ind.)

Storage

Railway Clerks (AFL-CIO/CLC)  
Retail Wholesale Union (AFL-CIO/CLC)  
Saskatchewan Wheat Pool Employees (CLC)

Communications

Canadian Telephone Employees (Ind.)  
Letter Carriers (CLC)  
Postal Workers (CLC)

Electric Power, Gas and Water Utilities

C.U.P.E. (CLC)  
I.B.E.W. (AFL-CIO/CLC)

**TRADE**

Retail Clerks (AFL-CIO/CLC)  
Retail Wholesale Union (AFL-CIO/CLC)

**FINANCE, INSURANCE AND REAL ESTATE**

Commerce Federation (CNTU)  
Office Employees (AFL-CIO/CLC)

**COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES**

Education and Related Services

C.U.P.E. (CLC)  
Quebec Teachers' Corporation (Ind.)

Health and Welfare Services

C.U.P.E. (CLC)  
Independent Local Organizations  
Service Employees Fed. (CNTU)  
Service Employees Union (AFL-CIO/CLC)

Religious Organizations

Service Employees Union (AFL-CIO/CLC)  
Service Employees' Fed. (AFL-CIO/CLC)

Amusement and Recreation Services

Actors' Equity Association (AFL-CIO/CLC)  
Musicians (AFL-CIO/CLC)



**TABLE 2—UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1972**

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL REPORTED MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Services to Business Management	CLC Directly Chartered Locals Office Employees (AFL-CIO/CLC) Teamsters (Ind.)
Personal Services	Barbers Association (AFL-CIO/CLC) Barbers Federation (AFL-CIO/CLC) Laundry Workers (AFL-CIO/CLC)
Accommodation and Food Services	Hotel Employees (AFL-CIO/CLC)
Miscellaneous Services	Office Employees (AFL-CIO/CLC) Service Employees Union (AFL-CIO/CLC)
<b>PUBLIC ADMINISTRATION AND DEFENCE</b>	
Federal Administration	National Component-PSAC-(CLC) National Defence-PSAC-(CLC)
Provincial Administration	Alberta Civil Service (Ind.) B.C. Government Employees (CLC) Ontario Civil Service (Ind.) Quebec Government Employees (CNTU)
Local Administration	C.U.P.E. (CLC) Fire Fighters (AFL-CIO/CLC) Public Service Employees' Fed. (CNTU)

**TABLE 3—UNION MEMBERSHIP BY PROVINCE, 1972**

PROVINCE	NO. OF LOCALS	TOTAL MEMBERS	FEMALE MEMBERS
Newfoundland	178	32,141	2,618
Prince Edward Island	51	2,902	445
Nova Scotia	485	69,570	12,355
New Brunswick	473	60,462	13,061
Québec	2,855	736,515	222,225
Ontario	3,718	910,508	181,123
Manitoba	444	94,219	19,940
Saskatchewan	403	54,553	14,279
Alberta	627	127,956	29,353
British Columbia	1,067	295,912	54,120
Yukon and N.W.T.	37	3,389	354
<b>TOTAL</b>	<b>10,338</b>	<b>2,388,127</b>	<b>549,873</b>

**TABLE 4—UNION MEMBERSHIP BY CANADA MANPOWER CENTRE AREA, 1972**

CANADA MANPOWER CENTRE AREA	NO. OF LOCALS*	TOTAL MEMBERS	FEMALE MEMBERS
<b>NEWFOUNDLAND</b>			
Corner Brook	36	4,213	377
Grand Falls	36	7,831	618
Happy Valley	16	3,396	64
St. John's	97	17,311	1,655
<b>PRINCE EDWARD ISLAND</b>			
Charlottetown	45	2,293	395
Summerside	9	629	56
<b>NOVA SCOTIA</b>			
Amherst	24	1,451	252
Bridgewater	21	1,449	350
Dartmouth	32	4,108	566
Glace Bay	24	3,619	334
Halifax	152	33,786	6,745
Kentville	35	2,674	464
Liverpool	10	1,420	33
New Glasgow	47	4,839	740
North Sydney	19	1,780	234
Port Hawkesbury	15	1,495	104
Sydney	73	9,038	1,074
Truro	20	1,565	307
Yarmouth	30	3,090	1,168
<b>NEW BRUNSWICK</b>			
Bathurst	51	5,916	1,329
Campbellton	33	4,934	796
Edmunston	30	2,751	508
Fredericton	73	9,518	2,610
Moncton	104	11,741	1,925
Newcastle	35	4,572	448
Saint John	117	18,164	4,514
St. Stephen	22	1,147	668
Woodstock	18	1,367	324
<b>QUEBEC</b>			
Alma	33	3,876	568
Asbestos	11	2,627	161
Baie Comeau	47	7,844	729
Beauharnois	27	3,221	788
Buckingham	19	1,700	266
Cap aux Meules	1	41	13
Causapscal	8	390	141
Chandler	17	3,121	575
Chicoutimi	48	9,040	2,209
Cowansville	11	1,635	394
Dolbeau	26	1,267	180
Drummondville	47	7,999	2,920
Farnham	20	2,003	530
Forestville	5	155	2
Gaspé	14	1,806	605
Grand'Mère	1	25	—
Granby	56	5,372	1,617
Hull	70	12,650	3,990
Joliette	69	10,317	3,719
Jonquière	51	11,644	1,521
L'Assomption	4	599	48
La Malbaie	24	2,410	698
La Tuque	20	2,685	353
Lac Megantic	11	606	200

TABLE 4—UNION MEMBERSHIP BY CANADA MANPOWER CENTRE AREA, 1972

CANADA MANPOWER CENTRE AREA	NO. OF LOCALS*	TOTAL MEMBERS	FEMALE MEMBERS
Lachute	17	1,846	270
Laval	7	1,614	114
Levis	46	7,133	2,012
Louisville	8	247	123
Magog	14	1,989	338
Maniwaki	6	316	111
Matane	21	2,809	1,475
Mont Laurier	19	1,807	520
Montmagny	21	2,776	863
Montreal	835	364,945	110,562
New Richmond	10	3,568	2,003
Plessisville	14	2,800	663
Pointe Claire	12	1,326	438
Port Alfred	18	2,208	135
Quebec	285	101,906	33,628
Rimouski	45	6,718	2,025
Rivière du Loup	44	3,852	1,934
Roberval	32	4,626	1,694
Rouyn	54	9,703	3,209
Sept-Îles	30	6,029	1,580
Shawinigan	63	8,418	2,728
Sherbrooke	124	21,100	7,002
Sorel	53	9,723	1,451
St. Hyacinthe	57	6,854	2,388
St. Jean	90	10,942	3,028
St. Jérôme	40	6,178	3,277
Ste. Agathe des Monts	9	415	143
Ste. Thérèse	35	7,639	3,221
Thetford Mines	42	5,845	1,275
Trois Rivières	97	17,389	5,297
Val D'or	59	4,816	542
Valleyfield	35	4,977	1,317
Victoriaville	40	6,095	2,274
Ville St. George	33	4,178	2,186
<b>ONTARIO</b>			
Arnprior	10	762	75
Barrie	42	5,248	1,062
Belleville	67	7,508	2,020
Bracebridge	20	1,190	352
Brampton	69	9,493	2,528
Brantford	70	10,777	2,092
Brockville	32	3,854	983
Carleton Place	8	333	106
Chatham	40	8,203	1,298
Cobourg	34	3,066	675
Collingwood	18	2,560	847
Cornwall	62	6,890	1,188
Elliôt Lake	13	1,496	62
Fort Erie	19	1,105	133
Fort Frances	28	1,880	232
Fort William	12	2,694	43
Galt	70	8,124	2,223
Gananoque	11	979	173
Goderich	22	2,053	666
Guelph	73	8,005	2,197
Hamilton	233	67,039	11,168
Hawkesbury	9	794	94
Kapuskasing	24	2,872	191
Kenora	55	5,057	566
Kingston	72	13,263	2,890
Kirkland Lake	21	1,943	96
Kitchener	109	25,782	5,916
Leamington	16	1,659	530
Lindsay	26	1,702	596



TABLE 4—UNION MEMBERSHIP BY CANADA MANPOWER CENTRE AREA, 1972

CANADA MANPOWER CENTRE AREA	NO. OF LOCALS*	TOTAL MEMBERS	FEMALE MEMBERS
Listowel	8	359	12
London	151	31,613	7,905
Midland	23	2,948	1,108
Napanee	9	412	16
New Liskeard	15	1,300	217
Newmarket	25	2,360	736
Niagara Falls	46	5,404	768
North Bay	68	5,949	1,300
Oakville	29	8,506	972
Orillia	25	2,526	811
Oshawa	86	23,085	4,470
Ottawa	260	80,923	21,127
Owen Sound	36	3,533	1,110
Parry Sound	13	751	103
Pembroke	43	4,407	674
Perth	6	191	73
Peterborough	73	11,775	2,215
Pictou	10	501	130
Port Arthur	118	22,639	3,076
Port Colborne	17	3,112	254
Prescott	21	2,336	876
Renfrew	15	914	379
Sarnia	56	11,046	914
Sault Ste. Marie	80	15,171	1,659
Simcoe	27	1,933	376
Smith Falls	29	3,146	1,110
St. Catharines	112	22,826	2,626
St. Thomas	53	7,904	1,401
Stratford	48	4,990	1,419
Sturgeon Falls	10	568	137
Sudbury	107	35,169	2,537
Tillsonburg	5	532	110
Timmins	55	6,839	608
Toronto	774	312,194	65,325
Trenton	33	3,130	696
Walkerton	15	3,654	1,735
Wallaceburg	11	2,090	803
Welland	48	10,316	1,495
Windsor	113	40,127	6,419
Woodstock	40	5,505	1,685
<b>MANITOBA</b>			
Brandon	45	4,551	1,287
Dauphin	21	1,114	121
Flin Flon	17	3,250	231
Morden	5	274	45
Portage la Prairie	18	2,028	469
Selkirk	31	2,946	507
Steinbach	3	339	20
The Pas	34	6,289	490
Winnipeg	288	73,509	16,726
<b>SASKATCHEWAN</b>			
Estevan	14	404	109
Lloydminster	8	167	112
Melfort	2	31	2
Moose Jaw	39	5,199	1,705
North Battleford	21	1,635	573
Prince Albert	48	5,132	987
Regina	112	20,650	5,097
Saskatoon	116	16,734	4,314
Swift Current	12	1,006	414
Weyburn	12	1,249	471
Yorkton	31	2,063	518

**TABLE 4—UNION MEMBERSHIP BY CANADA MANPOWER CENTRE AREA, 1972**

CANADA MANPOWER CENTRE AREA	NO. OF LOCALS*	TOTAL MEMBERS	FEMALE MEMBERS
<b>ALBERTA</b>			
Blairmore	10	1,449	202
Calgary	172	41,546	8,392
Drumheller	21	1,212	170
Edmonton	242	65,371	15,678
Edson	25	2,594	634
Fort McMurray	3	169	65
Grande Prairie	16	1,476	263
Lethbridge	58	5,032	1,239
Medicine Hat	40	3,525	810
Peace River	20	1,095	309
Red Deer	45	4,972	1,821
St. Paul	3	72	12
Stettler	6	77	25
<b>BRITISH COLUMBIA</b>			
Abbotsford	28	1,624	522
Campbell River	27	3,217	320
Chilliwack	28	3,334	422
Courtenay	19	2,171	398
Cranbrook	43	5,421	407
Dawson Creek	11	1,137	87
Fort St. John	9	347	72
Kamloops	58	6,913	943
Kelowna	21	2,474	664
Nanaimo	44	9,554	1,113
Nelson	28	2,855	185
Penticton	34	4,023	1,563
Port Alberni	18	6,862	314
Powell River	14	485	154
Prince George	50	5,279	825
Prince Rupert	40	3,471	671
Quesnel	11	980	138
Terrace	42	4,924	319
Trail	27	4,936	241
Vancouver	416	193,410	39,936
Vernon	45	4,025	547
Victoria	128	23,083	4,609
Williams Lake	19	3,807	134
<b>YUKON</b>			
Whitehorse	23	1,801	205
<b>NORTHWEST TERRITORIES</b>			
Inuvik	3	112	49
Yellowknife	14	1,546	103

\*Non additive: See introductory comments.

# PRICES AND EMPLOYMENT

## CONSUMER, APRIL

**The consumer price index** (1961=100) rose 0.7 per cent to 161.9 in April from 160.8 in March and was 9.9 per cent above its level of a year ago; all major components registered increases. The food index advanced 0.1 per cent, while the price level of all items other than food increased 0.9 per cent. Increases of 0.9 per cent in the clothing index, 1.2 per cent in the transportation index and 0.4 per cent in the housing index were mainly responsible for the latest month's advance. The index for recreation, education and reading rose 1.5 per cent, and that for health and personal care, 2.0 per cent. The tobacco and alcohol component advanced 1.6 per cent.

**The food index** increased 0.1 per cent to 180.8 in April from 180.5 in March. The latest advance was attributable to a rise of 1.8 per cent in the price of food consumed away from home; the index for food consumed at home decreased 0.2 per cent because of marked declines in beef and pork prices

that offset increases in most of the other major components. In several centres there were increases for fresh milk, butter, bread, dairy, cereal and bakery products indexes. The cereal and bakery products index was more than 26 per cent above its level of April 1973; egg prices also recorded an increase of more than 26 per cent in the past year. Margarine prices advanced 11.6 per cent in the latest month—58 per cent above their level of a year ago. In the latest month, mixed movements were registered for fresh produce; fresh fruit prices rose, on average, 0.4 per cent, and fresh vegetable prices declined 1.6 per cent as decreases for lettuce, cabbage, onions and other items offset a further price increase of 5 per cent in the price of potatoes. There was an advance of 2.0 per cent in the price of processed fruit, and of 2.9 per cent for processed vegetables—both were retailing more than 18 per cent above their levels of a year earlier. Soft drinks and other beverages, as well as frozen and

convenience foods, advanced in price between March and April. In contrast, the level of beef prices in April was 6.9 per cent below that of a month earlier, and pork prices declined, on average 7.2 per cent over the same period. Poultry quotations rose 1.5 per cent, and were 22.5 per cent higher than a year ago. While beef prices were 11.0 per cent higher than in April 1973, pork prices were, on average, 2.8 per cent below their level of the previous year. Prices of sugar-related products, such as chocolate bars and jam, recorded increases in the latest month, but the price of sugar itself declined 4.4 per cent to register its first decrease since October. Between April 1973 and April 1974, the food index rose 15.7 per cent; the food consumed at home index rose 15.2 per cent, and that for food consumed away from home, 18.6 per cent.

**The housing index** increased 0.4 per cent to 161.4 in April from 160.7 in March because of increases in both the shelter and the household operation components. Within shelter, the home-ownership element rose 0.7 per cent because of increases in the indexes for new houses, mortgage interest and repairs; rents advanced 0.2 per cent. In the household operation component, electricity rates increased in Winnipeg and several small Ontario cities; fuel oil prices declined in Vancouver. Among home furnishing items, furniture, floor coverings, linens, and utensils rose in price. Household supply items advanced 1.2 per cent, mainly because of price increases for toilet paper, food wrap and garbage bags. The housing index rose 7.5 per cent from its April 1973 level.



**The clothing index** advanced 0.9 per cent to 149.5 in April from 148.1 in March, and was 9.6 per cent above its level of a year ago. Increases were recorded in most of the items surveyed as the index continued to reflect, in part, higher prices for materials used in clothing. There were increases of 1.2 per cent in the men's wear component, 0.7 per cent in the women's wear index, and 1.8 per cent in the price of children's wear—all significant contributors to the increase in the overall clothing index. Footwear prices rose, on average, 0.7 per cent, and increases for wool, cotton and synthetic fabrics were responsible for an increase of 1.4 per cent in the piece goods index.

**The transportation index** advanced 1.2 per cent to 145.9 in April from 144.2 in March as increases were recorded in the private and public transportation components. Within the private transportation component, the automobile operation and maintenance element advanced 1.4 per cent as most items surveyed, including repairs, tires and batteries, recorded increases. Gasoline prices declined 0.8 per cent, mainly because of the lowering of provincial gasoline taxes in Alberta. New car prices advanced slightly by 0.3 per cent. The public transportation component advanced mainly because of higher international air fares and also because of an increase in the train fares index. Taxi fares advanced in some centres including Halifax and Regina. The transportation index rose 9.0 per cent.

**The health and personal care index** rose 2.0 per cent to 166.8 in April from 163.5 in March because of an increase of 3.8 per cent in the health care component and of 1.0

per cent in the personal care components. Within health care, dentists' fees rose in most cities and the index for pharmaceuticals increased in both prescribed and non-prescribed drugs. Among items of personal care, toiletry prices rose, on average, 1.7 per cent, and men's haircut charges increased in Vancouver and Victoria. The health and personal care index was 8.2 per cent higher than in April 1973.

**The recreation, education and reading index** advanced 1.5 per cent to 152.9 in April from 150.6 in March because of increases in the recreation and reading components. The recreation element rose 1.7 per cent, mainly because of advances in hotel and motel rates in most major centres and widespread increases in prices for boats and motors. There was a rise of 2.2 per cent in the reading index as a result of higher newspaper subscription rates in some cities, including St. John's, Halifax, and Montreal. Between April 1973 and April 1974, the recreation, education and reading index advanced 6.9 per cent.

**The tobacco and alcohol index** advanced 1.6 per cent to 141.5 in April from 139.3 in March in response to higher cigarette and tobacco prices. Since April 1973, the tobacco and alcohol index rose 4.2 per cent.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. Between March and April, the total goods index advanced 0.6 per cent, with the largest increase being recorded for semi-durable goods that rose 1.3 per cent mainly because of higher prices for clothing. The index for non-durable goods increased 0.5

per cent because of higher prices for newspapers, cigarettes and tobacco. The component for durable goods advanced 0.6 per cent, mainly because of higher furniture and automobile prices.

#### **CITY CONSUMER, APRIL**

Consumer price indexes advanced in April in all regional cities and city-combinations, with increases ranging from 0.4 per cent in Québec City to 1.3 per cent in Thunder Bay. Food indexes rose in 10 cities and declined in Montreal and Québec City. Quotations were higher for most items of home-consumed foodstuffs and restaurant foods—lower prices were recorded in most centres for meats and fresh vegetables. Housing components rose in all cities, reflecting increased shelter costs and higher quotations for furniture, linens, draperies and household supplies. Clothing indexes increased in all centres with higher prices for most items of apparel, including footwear. Transportation indexes rose in all cities and city-combinations surveyed, reflecting increased automobile prices and operating costs and higher international air fares. Higher prices were registered for new cars, motor oil, tires, batteries and automobile repairs. Health and personal care components advanced in all cities in response to increased dentists' fees and higher prices for personal care supplies. Recreation, education and reading indexes rose in all cities as hotel and motel rates advanced and prices increased for boats and motors. Newspaper subscription rates were higher in several eastern centres. Tobacco and alcohol components rose in all centres surveyed, with increased prices for cigarettes and cigarette tobacco.

## CITY CONSUMER, MARCH

Between February and March, consumer price indexes rose in all regional cities and city-combinations, with increases ranging from 0.3 per cent in Saint John, N.B., to 1.3 per cent in St. John's, Nfld., and in Winnipeg. Food indexes rose in all cities, reflecting increased prices for most items of food consumed at home and away from home; lower prices were registered in most centres for beef and pork cuts. Housing components advanced in all cities, reflecting increased shelter costs, and prices were higher also for furniture, appliances (including repairs), floor coverings, linens, draperies and household supplies. Clothing indexes rose in all cities and city-combinations except in Saint John, N.B., prices advancing for most items of apparel including footwear. Increased costs were recorded in laundry, dry cleaning and shoe repairs. Transportation components advanced in all cities except Vancouver, reflecting higher prices for new cars and increased plane fares for domestic flights. Recreation, education and reading indexes rose in 11 cities and city-combinations because of higher prices for stereo combinations, television sets (including repairs) and phonograph records. Tobacco and alcohol components rose in

ten cities because of higher prices for cigarettes and cigars, and in some centres for beer consumed in licensed premises. The health and personal care indexes registered mixed movements across the country.

## EMPLOYMENT, APRIL

On a seasonally adjusted basis, estimated employment advanced to 9,090,000 in April from 9,060,000 in March; unemployment declined to 508,000 from 514,000—giving an unemployment rate of 5.3 per cent compared with 5.4 per cent in March. In April 1973, there were 8,700,000 persons employed and 509,000 unemployed for a rate of 5.5 per cent. The total labour force was estimated at 9,590,000 in April compared with 9,570,000 in March. The participation rate—the percentage of the population counted in the workforce—advanced to 58.4 per cent from a level of 58.3 per cent, which had been maintained through February and March. The adjusted employment level for full-time male employees declined slightly (3,000) in April from March, but there was a substantial increase of 22,000 in the level for full-time female employees. Regionally, the

adjusted unemployment rate decreased for the Atlantic area Ontario and the Prairies, and increased slightly in Québec and British Columbia. In the Atlantic region, the rate was 9.2 per cent compared with 9.3 per cent in March. In Québec, the rate increased to 7.4 per cent from 7.1 per cent, and in British Columbia to 5.7 per cent from 5.5 per cent; in Ontario it declined to 3.6 per cent from 4.2 per cent; and in the Prairie region to 2.9 per cent from 3.0 per cent. Without adjustment, there were an estimated 8,870,000 persons employed and 568,000 unemployed in April, for an unemployment rate of 6.0 per cent. In March, there were 8,730,000 persons employed and 570,000 unemployed for a rate of 6.3 per cent.

# RAILWAY ARBITRATION

Six cases were heard in February and April by the Railway Office of Arbitration. Two were allowed, one was allowed in part, one was subject to further discussion, and two were dismissed.

**Case No. 434.** Dispute between Quebec North Shore and Labrador Railway and United Transportation Union over a claim concerning vacation pay on termination of employment.

When the grievor was dismissed at the end of 1972, his vacation pay was estimated at the rate of 8.59 per cent of his 1971 gross earnings. A further payment was made for vacation pay accrued in 1972. If he had not been discharged, he would have taken his vacation in 1973, and his vacation pay would have been calculated on the basis of his 1972 gross earnings.

The company contended that the collective agreement makes no provision for vacation pay for the year in which an employee is dismissed, and that if the matter is not covered by the collective agreement, the arbitrator has no jurisdiction to make an award. The company made payment at the rate of 4 per cent of the employee's 1972 gross earnings in accordance with the Canada Labour Code.

The union contended that the grievor was entitled to vacation pay calculated at 8.59 per cent of his 1972 gross earnings.

"The silence of the collective agreement with respect to the termination of employees with a year's continuous service or more," the arbitrator said, "does not suggest that they were intended to receive nothing pursuant to the collective agreement. The collective agreement quite clearly provides for the payment of vacation pay generally, and in particular to employees having more than one year of continuous service."

The length of the vacation and the amount of vacation pay is a function of the length of time worked, the rate of pay, and the length of service. The grievor's right to vacation pay was earned throughout the time he was working in 1972, even though he did not work for the whole year. The claim was therefore allowed.

**Case No. 435.** Dispute between the Québec North Shore and the United Transportation Union over calculation of the cost of living allowance.

The union claimed that the terms describing eligibility for COLA payment for the United Transportation Union tended to be more appropriate to hourly-paid employees than to those paid on a mileage basis. The company contended that the method was in accordance with the agreement and the principles of the COLA Appendix.

The arbitrator thought that the provision was fairly straightforward in the case of most hourly-rated employees in industrial situations. Difficulties arose when it was applied to railroad operating employees, whose work schedules and methods of payment differed substantially from other employees.

There are certain types of work in which trainmen are entitled to extra allowances—expressed in terms of miles but convertible into hours—that would increase their actual earnings for on-duty time. The union acknowledged that this would not be considered in determining the COLA rate. But they wanted the hourly equivalent of layover pay and of guarantees to be considered as "hours actually worked."

The arbitrator agreed that hours paid to trainmen should be considered equivalent to "hours actually worked" by hourly-rated employees. He believed that it would be more difficult, however, to consider the matter of payment for a guarantee. The guarantee is not, like a layover claim, related to any specific time when an employee is on duty, and guarantee provisions were not included in the COLA provisions for hourly-rated employees.

"For these reasons, it is my conclusion that the COLA payment should reflect the hours or hour-equivalents paid pursuant to layover, 'held away' or similar clauses," he said. "To this extent the company will be required to revise its method of calculations of the COLA."



Further questions concerning payments or hour equivalents, he said, had to be either resolved between the parties, or brought to arbitration, before the award could be completed.

**Case No. 436.** Dispute between the Canadian National Railway Company and the Canadian Brotherhood of Railway, Transport and General Workers over payment of wages and travelling expenses to an employee undergoing periodic medical examination.

An assistant steward was instructed to undergo periodic medical examination. He subsequently obtained the medical, and submitted a claim for one day's pay plus mileage and travelling expenses between his home and the nearest city medical centre. The company offered two hours' pay at time and one-half to compensate for the time it took for the examination, but the union did not consider this adequate, and claimed that the agreement had been violated.

The arbitrator sided with the union in this case. He said that since it was a condition of employment to undergo a medical examination, the grievor was under the direction and control of the company. He spent time on a matter relating to his work, and therefore should be reimbursed.

The arbitrator suggested that a claim for a regular day's pay at straight-time rates would be a reasonable estimate, but that if the company required a detailed claim, it was entitled to it. The grievance was therefore allowed.

**Case No. 437.** Dispute between the Canadian Pacific Express Limited and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over whether an employee should have been paid for a general holiday.

An article of the Working Agreement states that, in order to be paid for a general holiday, employees "must be entitled to wages for at least 12 shifts or tours of duty during the 30 calendar days immediately preceding the general holiday." The union contended that under this provision the grievor was eligible for holiday pay. The company contended that, because the employee left work in mid-shift to participate in a rotating strike, he did not complete two of the required 12 shifts and was therefore not eligible for general holiday pay. The arbitrator thought that special consideration might possibly be warranted if an employee were prevented by illness or other good cause from completing his shift. In this particular case, however, the grievor by his own actions twice prevented himself from working a full shift, and therefore could not be considered eligible for general holiday pay. The grievance was therefore dismissed.

**Case No. 438.** Dispute between the Canadian National Railway Company and the Brotherhood of Maintenance of Way Employees over the union's claim that the company did not reimburse an employee for meals during a work period spent away from home base.

The grievor was the successful applicant for a bulletined job that was to have been of four weeks duration, but which lasted about two months. During that time he was part of a working unit that was supplied with room and board.

One of the articles of the agreement states: "Operators and helpers when assigned to a gang with a regular boarding outfit will not be allowed expenses while working in such a gang."

Since he was part of a "regular boarding outfit," he could not be expected to be paid for meals when the company supplied them

free of charge. The grievance was therefore dismissed.

**Case No. 439.** Dispute between the Canadian National Railway Company and the United Transportation Union over a discipline given to a brakeman for violation of a rule.

On the day in question, the grievor's train passed a stop signal that was clearly visible and he, along with two other members of the crew, was suspended for six months.

The union believed there was not sufficient proof of the violation and that the discipline was much too harsh, but the company refused to reduce the suspension.

The arbitrator stated there could be no doubt that discipline was called for. He concluded from evidence submitted that the signal was clearly visible, and failure to obey such a signal is a serious offense. The only question was the extent of an appropriate penalty. "While there is no doubt of the seriousness of the offence or the grievor's responsibility, it may be noted that it did not occur in the context of any other misconduct," he said. "There is no evidence of any past misconduct on the grievor's part which would call for more serious discipline than that considered appropriate for the offence."

Conceding that the matter was a difficult one, he believed that when the offence is balanced against the grievor's clear record and the penalties imposed in other cases, it is evident that a shorter suspension is a more reasonable disciplinary action. The grievance was therefore allowed in part. It was awarded that it be shown on the grievor's record that the suspension was reduced from six months to 60 days, and that he be compensated for loss of earnings for the remainder of his suspension.

# CONCILIATION

**During April the Minister of Labour appointed conciliation officers to deal with the following disputes:**

G. Gagne Transport Ltée, Ville Vanier, Qué., and Le Syndicat National des Employés de l'Alimentation en gros de Québec (Conciliation Officer: S. T. Payne).

Central Mortgage and Housing Corporation (Benny Farm Project), Montréal, Qué., and International Union of District 50, Allied and Technical Workers of the United States and Canada, Local 13946 (Conciliation Officer: M. Archambault).

Pacific Western Airlines Ltd., Vancouver, B.C., and Canadian Air Line Flight Attendants' Association (Conciliation Officer: D. H. Cameron).

Wardair Canada Limited, Edmonton, Alta., and Canadian Air Line Flight Attendants' Association (Conciliation Officer: D. H. Cameron).

Bekins Moving and Storage Company Limited, Vancouver, B.C., and General Truck Drivers and Helpers, Local 31 (representing a unit of office employees) (Conciliation Officer: A. A. Franklin).

Queensway Tank Lines Limited, Chesterville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (Conciliation Officer: K. Hulse).

Canadian Pacific Limited (M.V. "Princess of Acadia" - Bay of Fundy Service), Saint John, N.B., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: C. A. Ogden).

Canadian Auto Carriers Ltd., St. Boniface, Man., and Thunder Bay, Ont., and General Drivers, Warehousemen and Helpers, Local 979, Chauffeurs, Teamsters, Warehousemen & Helpers, Local 990 (Conciliation Officer: A. E. Koppel).

National Harbours Board (Port Colborne Elevator), Port Colborne, Ont., and United Steelworkers of America (Conciliation Officer: K. Hulse).

SMT (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of maintenance employees) (Conciliation Officer: R. L. Kervin).

SMT (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of drivers) (Conciliation Officer: R. L. Kervin).

Canadian Lake Carriers' Association, Montréal, Qué., and Canadian Marine Officers' Union (Conciliation Officer: S. T. Payne).

**Settlements by conciliation officers.** Voyageur Colonial Limited, Ottawa, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of drivers, ticket clerks and baggage room employees) (Conciliation Officer: G. R. Doucet) (LG, June, p.443).

Pacific Western Airlines Ltd., and Canadian Air Line Employees' Association (representing a unit of traffic and reservation agents, teletype operators and station attendants) (Conciliation Officer: D. H. Cameron) (LG, June, p.443).

Montréal City and District Savings Bank, Montréal, Qué., and le Syndicat des employés de la Banque d'Épargne de la Cité et du District de Montréal (Conciliation Officer: G. R. Doucet) (LG, May, p. 382).

Trailways (Travelways) Canada Limited, Thornhill, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of full-time bus drivers) (Conciliation Officer: H. A. Fisher) (LG, May, p. 382).

**Disputes in which there was no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Robin Hood Multifoods Limited, Port Colborne, Ont., and Canadian Food and Allied Workers, Local P416 (representing a unit of plant employees) (Conciliation Officer: H. A. Fisher) (LG, May, p. 382).

Robin Hood Multifoods Limited, Port Colborne, Ont., and Canadian Food and Allied Workers, Local P416 (representing a unit of office employees) (Conciliation Officer: H. A. Fisher) (LG, May, p. 382).

**Conciliation commissioner appointments.** Northern Telephone Limited, New Liskeard, Ont., and Communications Workers of Canada (representing a unit of office, plant, installation and maintenance employees) (Conciliation Commissioner: Thomas C. O'Connor) (LG, June, p. 443).

Canada Catering Co. Limited, Gander, Nfld., and Retail, Wholesale and Department Store Union, Local 1060 (representing a unit of kitchen and service employees at Gander International Airport) (Conciliation Commissioner: R. Hattenhauer) (LG, May, p. 382).

Northland Navigation Company Limited, Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, May, p. 383).

Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, April, p. 304).

**Conciliation commissioner reports received.** United Air Lines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers (representing a unit of employees classified as ticket sales, customer service and air freight agents) (Conciliation Commissioner: Hugh G. Ladner) (LG, June, p. 444).

Alberta Wheat Pool; Pacific Elevators Limited; United Grain Growers Limited; Burrard Terminals Limited and Saskatchewan Wheat Pool and Grain Workers' Union, Local 333, International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America (Conciliation Commissioner: Dr. Neil Perry) (LG, May, p. 383).

British Yukon Navigation Company Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Louis Lindholm) (LG, March, p. 222).

**Strike action following conciliation commissioner procedure.** British Yukon Navigation Company Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Louis Lindholm) (strike commenced April 18, 1974) (see above).

**Appointment of mediator under Sec. 195 of the Canada Labour Code.** National Harbours Board, Montreal Harbour and United Transportation Union, Local 1673 (representing a unit of employees classified as yardmasters, yard foremen and yardmen, locomotive engineers, locomotive helpers and hostlers) (Mediator: M. K. Carson).

**Strike action following appointment of Mediator under Sec. 195 of the Canada Labour Code.** Canadian Lake Carriers Association, Montréal, Qué. (representing certain member shipping companies) and Seafarers' International Union of Canada (strike commenced March 16 and terminated April 1, 1974 with the mediation assistance of the Honourable John Munro, W. P. Kelly, G. R. Doucet and S. T. Payne) (LG, June, p. 444).



# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended April 20, 1974		9,441	+ 1.2	+ 3.8
Employed.....	April	8,873	+ 1.6	+ 4.0
Agriculture .....	"	465	+ 9.7	- 0.6
Non-agriculture .....	"	8,409	+ 1.2	+ 4.3
Paid workers .....	"	7,846	+ 1.3	+ 4.3
At work 35 hours or more .....	"	6,129	-10.9	+ 75.3
At work less than 35 hours.....	"	2,312	+57.1	- 50.3
Employed but not at work.....	"	432	+13.1	+ 13.7
Unemployed .....	"	568	- 5.2	- 0.4
Atlantic .....	"	90	-	+ 12.5
Québec .....	"	216	- 0.9	+ 7.5
Ontario .....	"	150	-13.8	- 4.5
Prairie .....	"	50	-10.7	- 20.6
British Columbia.....	"	62	+ 1.6	- 10.1
Without work and seeking work.....	"	525	- 5.4	- 2.6
On temporary layoff up to 30 days.....	"	43	- 2.3	+ 43.3
INDUSTRIAL EMPLOYMENT (1961 = 100)† ..	January	137.9	- 0.5	+ 7.2
Manufacturing employment (1961 = 100)† .....	"	131.1	+ 0.3	+ 6.1
IMMIGRATION .....	Calendar year 1973	184,200	-	-
Destined to the labour force.....	Calendar year 1973	92,228	-	-
STRIKES AND LOCKOUTS				
Strikes and lockouts .....	March	132	+10.9	+ 28.2
No. of workers involved.....	"	48,619	+12.0	+115.1
Duration in man days .....	"	436,610	+ 0.9	+ 92.3
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)† .....	January	166.23	+ 2.7	+ 7.0
Average hourly earnings (mfg.)† .....	"	405	+ 0.2	+ 9.2
Average weekly hours paid† .....	"	39.5	+ 3.9	- 1.3
Consumer price index (1961 = 100).....	March	160.8	+ 1.0	+ 10.4
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡ ..	January	134.7	+ 3.0	- 2.0
Total labour income (millions of dollars)† .....	March	5,828.8	+ 2.4	+ 14.3
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	March	224.3	+ 0.1	+ 4.9
Manufacturing .....	"	222.5	+ 0.3	+ 5.0
Durables .....	"	255.6	- 0.2	+ 2.6
Non-durables .....	"	196.3	+ 0.8	+ 7.6
NEW RESIDENTIAL CONSTRUCTION**				
Starts .....	March	35,826	-	+ 7.4
Completions .....	"	44,600	-	+ 8.8
Under construction .....	"	164,786	-	+ 6.2

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Per Cent of Estimated Working Time
1969 .....	566	595	306,799	7,751,880	0.46
1970 .....	503	542	261,706	6,539,560	0.39
1971 .....	547	569	239,631	2,866,590	0.16
1972 .....	556	598	706,474	7,753,530	0.43
*1973 .....	666	712	349,866	5,705,090	0.30
†1973—March .....	55	103	22,603	227,090	0.14
April .....	66	116	23,986	236,520	0.16
May .....	75	139	43,327	523,920	0.31
June .....	63	139	51,372	679,210	0.41
July .....	65	137	74,456	583,940	0.35
August .....	83	167	106,542	1,246,570	0.68
September .....	57	164	112,137	699,660	0.48
October .....	51	144	45,391	491,390	0.29
November .....	40	112	46,177	362,450	0.22
December .....	19	85	62,315	312,140	0.21
*1974—January .....	46	99	24,550	285,020	0.17
February .....	55	119	43,411	432,870	0.28
March .....	65	132	48,619	436,610	0.27

\*Preliminary. †Revised.

## STRIKES AND LOCKOUTS, MARCH 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In effect during month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Fishing and Trapping .....	—	1	3,500	38,500
Forestry .....	—	—	—	—
Mines .....	1	2	2,109	29,000
Manufacturing .....	37	75	25,821	282,650
Construction .....	1	4	1,311	9,510
Transp. & utilities .....	8	11	2,743	25,440
Trade .....	5	12	604	8,540
Finance .....	2	2	26	210
Service .....	4	15	8,585	27,000
Public administration .....	7	10	3,920	15,760
ALL INDUSTRIES .....	65	132	48,619	436,610

## STRIKES AND LOCKOUTS, MARCH 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In effect during month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland .....	—	1	60	240
Prince Edward Island .....	—	—	—	—
Nova Scotia .....	1	1	323	3,550
New Brunswick .....	3	4	7,733	14,670
Quebec .....	13	41	9,311	120,400
Ontario .....	27	46	16,409	182,470
Manitoba .....	3	6	764	15,380
Saskatchewan .....	2	3	3,319	5,420
Alberta .....	2	4	804	11,780
British Columbia .....	11	22	8,435	77,060
Federal .....	3	4	1,461	5,640
ALL JURISDICTIONS .....	65	132	48,619	436,610

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH 1974 (PRELIMINARY)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	March	Accu- mulated	Termination Date	Major Issues
Location	Union					Result
<b>Fishing and Trapping</b>						
Fisheries Association of B.C., Various locations, B.C.	United Fishermen & Native Bro. of B.C. (CLC)	3,500	38,500	66,500	Feb. 10 Mar. 17	Wages—Settlement reached by mutual agreement of parties.
<b>Mines</b>						
<b>METAL</b>						
Brunswick Mining and Smelting Ltd., Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,000	5,710	5,710	Mar. 18 Mar. 26	Delay in renegotiations—Negotia- tions resumed; return of workers.
<b>MINERAL FUELS</b>						
Union Gas Limited, various locations, Southwestern Ont.	Oil Workers Locs. 9-810 & 798 Chemical Workers Loc. 683 (AFL-CIO/CLC)	1,109	23,290	41,590	Feb. 6 —	Wages, pensions, vacations—
<b>Manufacturing</b>						
<b>FOOD AND BEVERAGES</b>						
Black Diamond Cheese (Brooke Bond Foods Ltd.), Cannifton, Ont.	Food Workers Loc. P-688 (AFL-CIO/CLC)	200	1,000	1,000	Mar. 25 —	Wages—
<b>RUBBER</b>						
Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.	Rubber Workers Loc. 133 (AFL-CIO/CLC)	1,200	25,200	26,400	Feb. 28 —	Wages and fringe benefits—
<b>TEXTILES</b>						
J. & P. Coats (Canada) Ltd., Montréal, Qué.	Centrale des syndicats démocratiques	250	5,250	14,000	Jan. 11 —	Wages—
Grand'Mère Mills, Dufresne Yarns and Krinklon Dyrite Ltd., Grand'Mère, Qué.	United Textile Workers Loc. 359 (AFL-CIO/CLC)	327	5,230	6,870	Feb. 22 Mar. 25	Wages—Wage increase in 35 month contract.
<b>CLOTHING</b>						
Utex Corp. and Rubin Bros. (Clothiers) Ltd., Victoriaville, Qué.	Syndicat National du Vêtement (CSD)	1,065	1,070	1,070	Mar. 7 Mar. 8	Wages, fringe benefits—Return to work after study session.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH 1974 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	Major Issues Result
Employer	Union	Workers Involved	March	Accu- mulated	Termination Date	
Location						
WOOD						
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,200	77,800	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—
Dashwood Industries Ltd., Centralia & Mt. Brydges, Ont.	Carpenters Loc. 3054 (AFL-CIO/CLC)	201	3,220	5,230	Feb. 15 Mar. 25	Cost of living bonus—Settled through mediation.
FURNITURE & FIXTURES						
Matelas Suprême Inc., Saint-Narcisse, Qué.	Building and Wood Workers Federation (CNTU)	110	2,310	6,490	Jan. 8 —	Wages and working conditions—
Victoriaville Specialties Co. Ltd., Victoriaville, Qué.	Upholsterers Loc. 573 (AFL-CIO/CLC)	130	130	130	Mar. 12 Mar. 13	Wages—Settled by mutual agreement.
PAPER						
Dennison Mfg. Co. of Canada Ltd., Drummondville, Qué.	Pulp & Paper Workers Federation (CNTU)	198	4,160	7,920	Feb. 4 —	Wages and fringe benefits—
MacMillan Bloedel Ltd., Port Alberni, B.C.	United Paperworkers Loc. 592 (AFL-CIO/CLC)	800	3,700	3,700	Mar. 14 Mar. 21	Reopening of contract for wage revision—Not reported.
PRIMARY METALS						
Doehler Canada, Guelph, Ont.	U.E., Loc. 553 (CLC)	144	3,020	7,200	Jan. 20 —	Wages, term of contract—
Cominco Ltd., Trail, B.C.	Steelworkers Loc. 480 (AFL-CIO/CLC)	2,700	10,010	10,010	Mar. 7 Mar. 18	Jurisdiction dispute—Return to work pending mediation.
METAL FABRICATING						
Greening-Donald Ltd., Orangeville, Ont.	Steelworkers Loc. 6266 (AFL-CIO/CLC)	100	2,100	10,300	Nov. 2/73 —	Not reported—
Neptune Meters Ltd., Toronto, Ont.	Steelworkers Loc. 3813 (AFL-CIO/CLC)	185	1,850	1,850	Mar. 18 —	Wages, fringe benefits—
Horton Steel Works Ltd., Fort Erie, Ont.	Steelworkers Loc. 3598 (AFL-CIO/CLC)	124	1,240	1,240	Mar. 18 —	Not reported—
Rockwell International, Windsor, Ont.	Auto Workers Loc. 195 (CLC)	200	1,600	1,600	Mar. —	Wages

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH 1974 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	Major Issues
Employer		Workers Involved	March	Accu- mulated	Termination Date	
Location	Union					Result
Pirelli Cables Ltd., Guelph, Ont.	Steelworkers Locs. 3021 & 6495 (AFL-CIO/CLC)	280	280	280	Mar. 20 Mar. 21	Grievance—Not reported.
Crane Canada Ltd., Stratford, Ont.	Machinists Loc. 1550 (AFL-CIO/CLC)	185	650	650	Mar. 26 Mar. 31	Wages, fringe benefits—Return to work pending negotiations.
Columbus McKinnon Ltd., St. Catharines, Ont.	Auto Workers Loc. 199 (CLC)	100	150	150	Mar. 27 Mar. 29	Suspension of some employees refusing to do inventory—Dispute settled.
MACHINERY						
S.K.F. Canadian Co. Ltd., Scarborough, Ont.	Machinists Loc. 901 (AFL-CIO/CLC)	656	11,150	17,710	Feb. 15 Mar. 20	Wages and fringe benefits— Settled by conciliation.
Howden & Parsons Ltd., Scarborough, Ont.	Boilermakers Loc. 637 (AFL-CIO/CLC)	220	4,620	6,600	Feb. 16 —	Wages and fringe benefits—
Tecumseh Products of Canada Ltd., London, Ont.	Auto Workers Loc. 27 (CLC)	125	2,630	3,440	Feb. 20 —	Wages and fringe benefits—
Carrier Air Condi- tioning Limited, Bramalea, Ont.	Sheet Metal Workers Loc. 575 (AFL-CIO/CLC)	153	3,210	3,750	Feb. 25 —	Wages and fringe benefits—
Co-operative Imple- ments Limited, Transcona, Man.	Steelworkers Loc. 3960 (AFL-CIO/CLC)	481	9,620	9,620	Mar. 4 —	Wages, cost-of-living formula, job reclassification, other fringe benefits—
Bata Shoe Co. of Canada Ltd., Batawa, Ont.	Machinists Loc. 1788 (AFL-CIO/CLC)	200	400	400	Mar. 20 Mar. 22	Slowdown in negotiations— Return to work pending concili- ation.
TRANSPORTATION EQUIPMENT						
United Aircraft of Canada Ltd., Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	2,600	54,600	156,000	Jan. 7 —	Against company's refusal to reinstate 21 suspended workers, wages—
Prestolite Company, Toronto, Point Edward & Maple, Oht.	Auto Workers Locs. 252 & 421 & 456 (CLC)	747	13,150	13,150	Mar. 1 —	Wages, fringe benefits—
Enamel & Heating Products Ltd., Sackville, N.B.	Moulders Loc. 140 (AFL-CIO/CLC)	215	2,370	2,370	Mar. 8 Mar. 25	Wages, cost-of-living escalator clause—Settled by mutual agree- ment.
Enamel & Heating Products Ltd., Amherst, N.S.	Steelworkers Loc. 2231 (AFL-CIO/CLC)	323	3,550	3,550	Mar. 8 Mar. 25	Wages, cost-of-living escalator clause—Settled by mutual agree- ment.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH 1974 (PRELIMINARY) (CONT.)

Industry		Duration in Man-Days		Starting Date		Major Issues Result
Employer	Union	Workers Involved	March	Accu- mulated	Termination Date	
Location						
Gabriel of Canada Ltd., Toronto, Ont.	Machinists Loc. 1295 (AFL-CIO/CLC)	510	4,590	4,590	Mar. 19 —	Wages, fringe benefits—
Welles Corp. Ltd., Windsor, Ont.	Auto Workers Loc. 195 (CLC)	120	600	600	Mar. 24 —	Wages—
ELECTRICAL PRODUCTS						
Great Lakes Carbon, Berthierville, Qué.	Steel Workers' Federation (CNTU)	190	3,990	29,450	Aug. 19/73 —	Working conditions—
Westinghouse Canada Ltée., Saint-Jean, Qué.	U.E., Loc. 560 (CLC)	272	5,710	23,660	Nov. 26/73 —	Wages, job evaluation and other provisions—
Canadian General Electric Co. Ltd., Various locations, Ont.	U.E., Various locals (CLC)	6,404	51,230	129,090	Feb. 11 Mar. 13	Wages, duration of contract, cost-of-living bonus and other issues—Wage increase in 2-year contract, improved benefits.
Canadian General Electric, Montréal, Qué.	I.U.E. Various locals (AFL-CIO/CLC)	1,200	3,600	3,600	Mar. 11 Mar. 14	Protest after agreement signed— Return of workers.
NON-METALLIC MINERAL PRODUCTS						
General Concrete Ltd., Hamilton, Ont.	Cement Workers Loc. 487 (AFL-CIO/CLC)	103	2,200	2,200	Mar. 1 —	Breakdown in negotiations, wages, fringe benefits—
Canadian Johns- Manville Co. Ltd., West Hill, Ont.	Chemical Workers, Loc. 346 (AFL-CIO/CLC)	568	2,000	2,000	Mar. 27 —	Respecting picket lines—
CHEMICAL PRODUCTS						
Union Carbide Canada Ltd., Belleville, Ont.	Rubber Workers Loc. 380 (AFL-CIO/CLC)	126	1,890	1,890	Mar. 11 —	Wages—
Celanese Canada Limited, Edmonton, Alta.	Oil Workers Loc. 9-666 (AFL-CIO/CLC)	480	5,280	5,280	Mar. 15 —	Wages, hours—
Construction						
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	5,250	28,750	Oct. 17/73 —	Not reported—
Six Insulation Contractors, Edmonton, Alta.	Asbestos Workers Loc. 110 (AFL-CIO/CLC)	153	3,210	8,963	Jan. 3 —	Not reported—



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH 1974 (PRELIMINARY) (CONT.)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	March	Accu- mulated	Termination Date	Major Issues
Location	Union					Result
James Bay Development Corporation, James Bay, Qué.	Various unions (AFL-CIO/CLC) and (CNTU)	900	900	900	Mar. 20 Mar. 20	Dissatisfaction with hiring policies and other grievances—Return of workers.

## Transportation and Utilities

### TRANSPORTATION

Laval Transit Commission/ Commission de transport de Laval, Laval, Qué.	Public Service Employees Federation (CNTU)	366	8,100	11,760	Feb. 15 —	Wages and fringe benefits—
QUCTC—Québec Urban Community Transportation Commission, Québec and area, Qué.	Public Service Employees' Fed'n (CNTU)	443	7,280	7,280	Mar. 9 —	Wages, working conditions and fringe benefits—
*Maritime Employers' Association, Saint-John, N.B.	I.L.A., Loc. 1764 (AFL-CIO/CLC)	135	680	680	Mar. 9 Mar. 18	All issues—Wage increase.
*Air Canada (Rotating), Various locations, Canada.	Canadian Air Line Employees Association Various locals (CLC)	1,103	2,480	2,480	Mar. 11 Mar. 16	Lack of progress in mediation of contract—Return of workers.
Transport Labour Relations, Vancouver, Richmond & Annacis Island, B.C.	Teamsters Loc. 351 (Ind.)	125	1,750	1,750	Mar. 12 —	Wages, fringe benefits, union jurisdiction—
*Canadian Lake Carriers' Association, Great Lakes, St. Lawrence River & East Coast.	Seafarers (AFL-CIO/CLC)	200	2,000	2,000	Mar. 16 —	Wages, hours of work—
Transport scolaire Chauvreau Ltée., Québec, Qué.	Teamsters Loc. 106 (Inc.)	150	150	150	Mar. 29 —	Not reported—

### Trade

Canada Safeway Ltd., Brandon, Man.	Retail Clerks Loc. 832 (AFL-CIO/CLC)	100	2,170	3,670	Feb. 8 —	Wages—
Lucerne Foods Ltd., Calgary, Alta.	Food Workers Loc. 373 (AFL-CIO/CLC)	150	2,850	2,850	Mar. 5 —	Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH 1974 (PRELIMINARY) (CONCL'D)

Industry				Duration in Man-Days	Starting Date	
Employer		Workers Involved	March	Accu- mulated	Termination Date	Major Issues
Location	Union					Result
<b>Service</b>						
<b>EDUCATION</b>						
York County Board of Education, District 11 and Huron Perth Separate School Board, Various locations, Ont.	Ontario Secondary School Teachers Federation	667	10,670	24,160	Feb. 1 Mar. 25	Wages, fringe benefits and other issues—Not reported.
Windsor Roman Catholic Separate School Board, Windsor, Ont.	Ontario English Catholic Teachers' Association	825	410	410	Mar. 7 Mar. 7	Arbitration procedure—Contract dispute submitted to binding arbitration.
<b>HEALTH AND WELFARE</b>						
Province of New Brunswick, Province-wide, N.B.	Public Employees Various locals (CLC)	6,500	6,500	6,500	Mar. 18 Mar. 20	Demand to reopen negotiations to increase wages—Return to work after court injunction issued.
<b>RECREATIONAL SERVICES</b>						
Windsor Raceway Holdings Ltd., Windsor, Ont.	Hotel Employees Loc. 743 (AFL-CIO/CLC)	133	130	530	Feb. 26 Mar. 2	Cost-of-living clause and wages—Wage increase, shorter work week.
<b>MISCELLANEOUS SERVICES</b>						
Mortiffee Munshaw Ltd., Vancouver, B.C.	Teamsters Loc. 351 (Inc.)	170	3,570	3,570	Jan. 2 —	Not reported—
<b>Public Administration</b>						
<b>PROVINCIAL ADMINISTRATION</b>						
Government of Saskatchewan, Province-wide, Sask.	Saskatchewan Government Employees Association	3,240	4,860	4,860	Mar. 14 Mar. 16	Wages, hours of work—Wage increase in 22 months contract; reduction in hours.
<b>LOCAL ADMINISTRATION</b>						
City of Kamloops, Kamloops, B.C.	Public Employees Loc. 900 (CLC)	275	6,880	6,880	Mar. 1 —	Wages and fringe benefits—
District of Matsqui, Matsqui, B.C.	Public Employees Loc. 774 (CLC)	122	610	610	Mar. 16 Mar. 25	Wages—Settled through media- tion.

\*Federal Jurisdiction

# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

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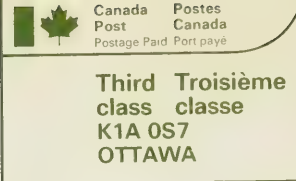
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AUGUST 1974

# THE LABOUR GAZETTE



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**"The Canadian Labour Congress has charted a new course, but only time will tell how closely it will be able to follow the directions laid down . . ." See: New Faces, New Directions for the Congress.**



# THE LABOUR GAZETTE

Monthly Journal  
Canada Department of Labour

Vol. 74, No. 8/August 1974

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# NEWS BRIEFS

## At Home...

### Grad Demand Varies

It was a mixed market for university graduates entering the labour force this summer: engineers and commerce students found themselves in demand, and liberal arts and science graduates were more hard-pressed to secure employment.

University placement and on-campus Canada Manpower offices reported that, although the demand for engineering graduates with chemical engineering majors and for commerce graduates with accounting majors at times outstripped the supply, arts and science students were seen as lacking specific marketable skills and were less attractive to potential employers.

Starting salaries for engineers ranged from a low of about \$775 a month to \$1,200 a month for those with considerable work experience.

The average salary was approximately \$800 a month, an increase of about 10 per cent from last year's starting salaries. Commerce students with first degrees were starting at \$725 to \$825 monthly.

Placement officers were divided in opinion regarding the poorer employment record of arts graduates. Some officers contended that many arts graduates are drawn to competitive fields such as journalism or social work and that they consider selling jobs subservient. Other officers blamed employers who do not accept the idea that the purpose of arts degrees is to give flexibility in a number of areas, who do not give arts graduates credit for having the discipline and ability to earn their degrees, and who hire the education instead of the person.

### Rail Pension Inquiry

A commission of inquiry into railway pension plans was announced in May by Labour Minister John Munro.

The commission will report on: (1) the cost of living indexing of pension benefits; (2) the period used for the amortization of pension liabilities, particularly those respecting pension benefits improved after 1967; (3) the future development of the Canada and Québec Pension Plans, and the consequences of these developments on the whole of railway pension liabilities and employee benefits; (4) the application of the two-per-cent formula in railway pension plans for service by employees before 1956; and (5) the trusteeship and administration of railway plans.

The commission will also make a general comparison of the railway pension plans with the plans of the Public Service and Crown Corporations, and analyze employee and employer contributions to the plans.

The commission is necessary, said Munro, because although the Canadian National Railways and Canadian Pacific have both improved their pension plans, the improvements do not meet either the needs of the employees, or their demands as presented by the railway unions. The latest round of negotiations between the railways and the various unions resulted in a negotiated agreement on pensions on March 16, 1973. When a difference of opinion arose

concerning the cost of the agreement benefits, Dr. J. J. Deutsch was appointed to examine the matter.

Differences of opinion arose between the railways and the unions regarding certain assumptions Deutsch made in his investigation. The new commission will examine the remaining areas of dissatisfaction over the adequacy of railway pension plans.

### Immigrant Workers

Canadian workers will have priority over foreign temporary workers who have been used in past years to supplement Canada's agricultural labour force, the Department of Manpower and Immigration has announced.

When Canadian workers are not available, second choice will go to workers who are part of organized and approved movements, such as the Caribbean Seasonal Workers Program. As a last resort, said the Department, individual foreign workers with proper employment visas will be allowed to take work when workers from Canada or from the approved programs are not available.

The movement of foreign temporary workers to Canada for harvesting jobs will be closely controlled, according to the Department. Foreign seasonal workers will be protected from employment abuses, and farmers knowingly employing foreign workers in Canada illegally will be subject to prosecution.

Farm labour pools are also being established amid the agricultural areas across the country. Under the direction of Local Agricultural

Manpower Boards (LAMB), these pools are designed to provide a workforce that can be assigned to growers as crop conditions require.

Since this policy was announced, Ontario farm growers, supported by Agricultural Minister Eugene Whelan, have been pressuring the Government to virtually reverse its stand and allow cheap Mexican labour to be hired before the newly created labour pools have determined whether Canadians are available.

The pool system is to replace previous practices of importing groups of workers from Mexico and the West Indies. Formerly, Mexican workers usually drove to Canada with truckers sent down by Ontario farmers. The family heads were given employment visas, and the families came as visitors but usually worked in the fields as well.

An agreement between Canada and Mexico, signed in June, will regulate the flow and improve the treatment of Mexican workers entering Canada to help with the harvesting. Under provisions of the agreement—designed to operate a program much like the one begun in 1966 for Caribbean workers—Mexican nationals 18 or older who have been recruited by their government will enter Canada for harvesting work, be paid a standard weekly wage, and have their transportation and living costs partially subsidized by the farmers hiring them. There will be no quota set on the number of Mexican workers entering Canada as long as Canadian workers receive preference for jobs.

### Best Paid Reporters

A six-month strike against the two daily newspapers in Victoria, B.C.—the **Daily Colonist** and the **Daily Times**—ended in late May with the ratification of a two-year contract that provides for wage increases of about 35 per cent, and makes the city's reporters the highest paid in Canada.

Under the terms of the new agreement, retroactive to December 1, 1973 when the strike began, reporters in the senior classification of The Newspaper Guild will receive a total raise of \$80 a week in three installments, bringing their salaries to \$316 by June 1, 1975. Reporters in the lower Guild classifications will receive a total increase of about \$50 a week. Members of four other unions affected by the strike, the Printing Pressmen's Union, International Typographical Union, the mailers and the stereotypers, will receive an increase totalling \$2.15 an hour over the length of the contract.

The dispute, which began when about 20 pressmen walked out over job security in the face of technological change, involved the Joint Council of Newspapers, which bargains for the five unions, and FP Publications, owners of Victoria Press Limited, which publishes both the morning **Colonist** and the evening **Times**. The issue of job security was resolved when the company agreed to guarantee the jobs of all those employed as of November 30; if the number of employees drops more than 10 per cent, the company will bank for union use the equivalent amount of wages for the workers affected.



## Minimum Wages

British Columbia and the Northwest Territories share the distinction of having the highest minimum wage in Canada—\$2.50 an hour for experienced adult workers.

A survey of provincial minimum wages as of May 31 indicates that most provincial minimum wages have risen or are scheduled to rise in response to the increased cost of living. The Northwest Territories minimum wage came into effect April 1, 1974, and British Columbia's was effective June 3 of this year. The next highest minimum wage, \$2.30 an hour, was being paid in the Yukon Territory as of April 1, 1974; Manitoba will increase its current wage of \$2.15 to \$2.30 next January 1, and New Brunswick's current wage of \$1.90 will rise in two stages to \$2.30 by next July 1.

Saskatchewan raised its minimum wage to \$2.25 on July 2; Ontario's wage will become \$2.25 on October 1; Nova Scotia will have the same wage in three increases by March 1, 1975. The Québec minimum wage, which is \$2.10, will rise to \$2.15 on November 1. Newfoundland has a \$2.00 minimum, which will increase to \$2.20 next January 1. The Prince Edward Island minimum wage of \$1.75 will rise to \$2.05 effective December 31, 1974. As of April 1, Alberta's minimum wage was \$2.00.

The federal minimum wage rate of \$2.20 was effective last April.

In contrast to the provincial and federal minimum rates, the United States federal minimum wage is \$1.60, with state minimums ranging from \$1.40 in Arkansas to a high of \$2.00 in Nevada.

## MacBeth Succeeds Guindon

John MacBeth became Ontario's new Labour Minister last May, replacing Fern Guindon, who quit that portfolio and resigned his legislative seat to run in the July 8 federal election.

MacBeth, a 53-year-old Toronto lawyer, was active in municipal politics, and served as mayor of Etobicoke before being elected to the Ontario legislature in 1971.

Reaction to MacBeth's appointment was mixed. Ontario New Democratic Party Leader Stephen Lewis said the choice was a good



MacBeth

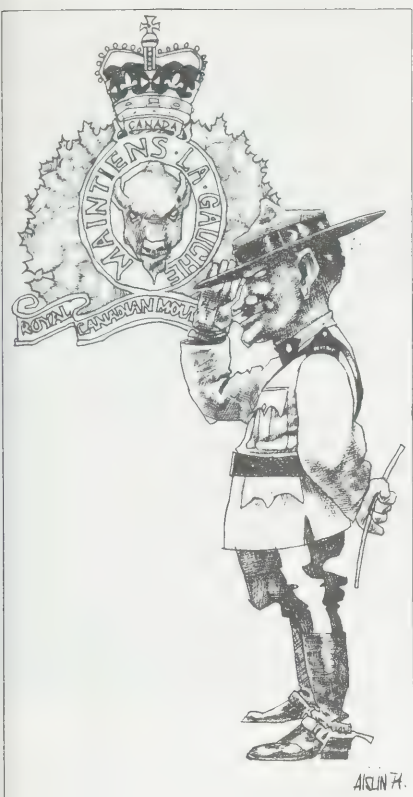
one, as did Donald Montgomery, President of the Metropolitan Toronto Labour Council and now Secretary-Treasurer of the CLC. But, according to Ontario Federation of Labour President David Archer, MacBeth's record shows he knows little about labour relations, an indication that the Government does not rate the labour portfolio very high.

## CAUT for St. Mary's

The Canadian Association of University Teachers has been chosen by a majority of the faculty at St. Mary's University in Halifax to represent them in their bid for unionization (LG, April, p. 241).

The approval came after certification applications were filed with the Nova Scotia Labour Board by CAUT and CUPE. After hearing arguments from both sides, the Labour Board ordered the faculty members to make their preference known. CAUT won the subsequent vote.

CAUT has been active in collective bargaining in other parts of Canada as well. Its locals at the University of Notre Dame, Nelson, B.C., and at the University of Manitoba are in the process of negotiating contracts—Manitoba its first, Notre Dame its second.



### RCMP Pay Increases

Recent unrest among the RCMP rank and file, and proposals for a bargaining unit, have resulted in a 10 per cent salary increase for constables. Just as the raises were granted by the Government, RCMP members announced that they have decided to keep the present divisional representative system—a two-year-old body that discusses salary changes with Treasury Board.

Under the present system, delegates from the 12 divisions, 42 subdivisions and 691 detachments are chosen to vote on matters of interest to the force. Because of a 1918 order in council, the RCMP are denied the right to create a formal union body.

At a meeting in Ottawa of delegates from across the country, it was decided that the RCMP would not move outside its present representative system to form what would amount to a union for the purposes of collective bargaining. New terms of reference for the divisional representative system are being relayed to the members for further consideration.

### SFL Leader Retires

W. G. "Bill" Davies, 58, Executive Secretary of the Saskatchewan Federation of Labour for almost 25 years, retired from that position last July.

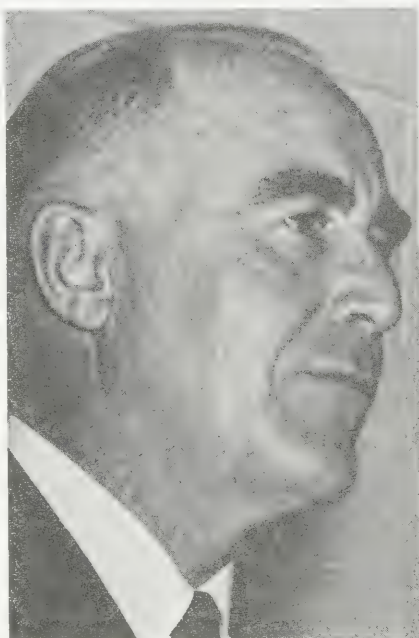
Davies started his labour career in Moose Jaw when, as an employee of the former Swift Canadian Company plant in that city, he became local president of the United Packinghouse Workers of America (now the Canadian Food and Allied Product Workers of

America). He served on the Mid-West Council of the United Packinghouse Workers in the 1940s and was also an executive member of the Moose Jaw Labour Council. From 1943 to 1946 he was a labour member of the federal Wartime Labour Relations and Regional War Labour Boards for Saskatchewan, and from 1945 to 1956 he was a labour member of the Saskatchewan Labour Relations Board.

In 1944, Davies chaired the planning meeting that led to the first convention that same year of the Saskatchewan Federation of Labour; two years later, he was appointed executive secretary of the organization and held the position continually except for a four-year leave of absence when he was a provincial cabinet minister.

A member of the Saskatchewan legislature from 1956 to 1971, he served as public works minister for T. C. Douglas, and as health minister for Woodrow Lloyd during the introduction of Medicare and the Saskatchewan doctors strike in the early 1960s. As an Opposition member of the legislature from 1964 to 1971, he served as health critic, public works critic and labour spokesman.

Succeeding Davies as SFL Executive Secretary is Larry Brown of Regina, an employee of the Saskatchewan Labour Department.



Davies

## CLC's Simon Honoured

Harry Simon, Ontario Director of Organization for the Canadian Labour Congress, retired from that position in July. He had been honoured in June at a dinner in Toronto attended by CLC President Joe Morris, Ontario Federation of Labour President David Archer, and other labour and political notables.

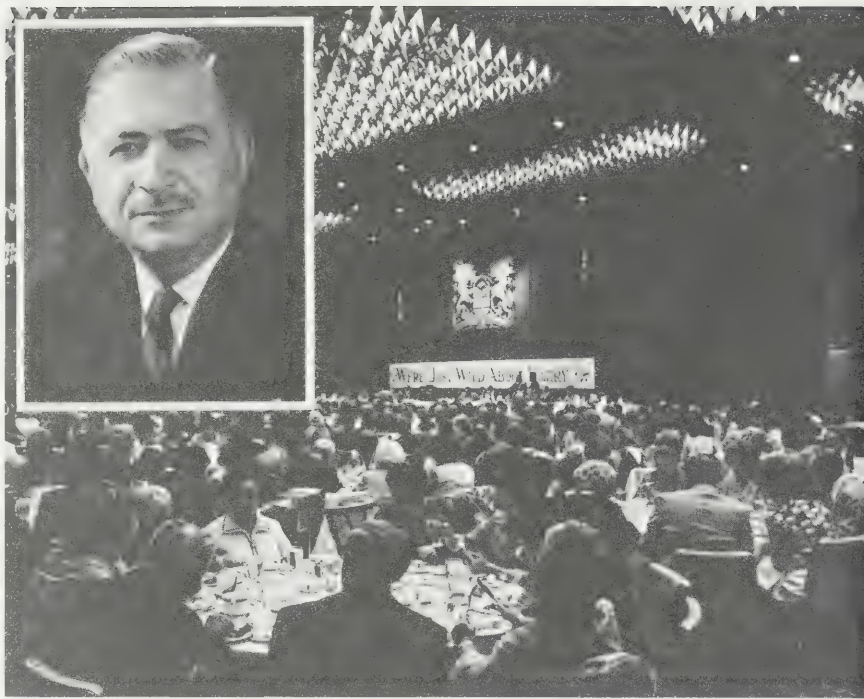
Simon began his labour movement career in 1925, and in 1929, when an apprentice in the fur industry, was elected business agent of his union. In 1944 he was appointed Canadian representative of the American Federation of Labor, and he joined the CLC in 1956.

Besides being an active Congress member, Simon participated in the activities of the Ontario Council of Health, the Ontario Labour Management Council, the Community Fund of Greater Toronto, and other community affairs and human rights groups.

## Hall of Honour Grows

Two well-known figures from Canadian labour history, Silby Barrett of the United Mine Workers of America, and John W. Bruce of the United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry, have been nominated to the Labour Hall of Honour.

Born in Newfoundland, Barrett (1884-1959) helped organize Canadian miners in the United Mine Workers, and became the first president of the union's District 26. In 1936 he organized the Cape Breton steelworkers, and later played an important part in the formation of the Canadian Labour Congress.



**Banquet honouring CLC's Harry Simon**

Bruce (1876-1970), a plumber in his native Australia, moved to Toronto in 1906. He was elected general organizer by the United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry in 1910, and was re-elected to the post until his retirement. As well as being active in political movements, he was a member of a 1919 Royal Commission appointed to study industrial conditions in Canada, and was the Trades and Labour Congress delegate to a number of international labour conferences.

The 30-member Executive Council of the CLC names two Canadian labour figures to the Hall of Honour each year. To be eligible, nominees must be Canadian citizens, and in retirement or deceased for at least five years. Previously nominated members include Claude Jodoin, A. R. Mosher, J. S. Woodsworth and Percy Bengough.



## ...And Abroad

### New Auto Plant

Sweden's auto maker Volvo may have found a partial, if not perfect, antidote to the problem of worker alienation. In a major effort to adapt technology to human needs, Volvo's revolutionary Kalmar assembly plant does away with the inexorably moving overhead conveyor belt of the traditional auto assembly line. The new plant also eliminates the conventional technique of reducing every assembly line function to its smallest dimension, a system in which the individual worker, too, plays only the smallest role in producing the finished product.

Kalmar's employees enjoy a measure of control over the pace of their work, and a greater share in the production of each Volvo. To accomplish these goals, the company was willing to add 10 per cent—about \$2.5 million—to the investment that would have been required for a conventional plant.

Nevertheless, Volvo expects to recover at least this amount, through lower absenteeism, reduced turnover, fewer on-the-job accidents and improved employee morale, resulting in higher productivity.

Volvo replaced the overhead conveyor belt with ingenious computer-guided carriers that move quietly about the factory bearing engine and body assemblies from one work station to the other until engine and body are "married" into a completed auto. These carriers enable auto bodies to be tilted 90 degrees, thus eliminating the tiring overhead work associated with the conveyor belt. As the carriers move separately, workers in different sections of the plant can vary the pace of production.

The employees are divided into 25 teams of 15 men and women. Each team is responsible for one production phase—for example, installing the electrical system or the interior upholstery. As long as the teams meet their production goal—about 13.7 installed systems an hour for the working day when full production is reached—they can work at whatever pace they set for themselves. Team members, moreover, are free to form their own mini assembly line, with each worker doing a different job in sequence on a number of cars; or, when possible, each worker or group can do the complete installation on one car. The team system permits each employee to learn every job in the team's assigned function so that jobs can be rotated to avoid boredom and to equalize the distribution of pleasant and unpleasant tasks.

The plant's design provides each team with its own exterior section, with ample sunlight and views of the landscaped grounds. Sound buffers hold noise at conversation levels. Teams have their own entrances, lockers and coffee-break rooms, and are encouraged to make collective decisions and offer suggestions concerning their working environment.

With production now going at about half speed (50 cars a day against an expected 110 a day in the fall) Volvo is pleased with both the quality of the cars and the attitudes of the workforce. But the company concedes that the small plant is an experiment, and that it is still too early to tell whether the new process is a better way to make autos or an adequate response to worker discontent. Nevertheless, Volvo's new plant—which would have been considered a utopian dream only a few years ago—is a step in the right direction.

## Labour Costs

American wages last year rose far less than wages in nearly all other industrial nations, according to figures published by the U.S. Bureau of Labor Statistics. Percentage increases in hourly wages for workers in the manufacturing sector in 1973 over 1972 were: U.S.—7.9, Canada—8.7, Sweden—12.2, West Germany—13.0, France—15.5, Britain—17.9, Italy—23.0, Japan—24.5.

Although output per man-hour also rose less in the U.S. than in all the other countries except Canada, this productivity gap was much smaller than the wage gap. As a result, the labour cost of each unit of manufacturing output also rose less in the U.S. last year than in any of the other countries. The new figures also show that in percentage terms the U.S. has had the lowest average annual wage increases for the last 13 years.

Among explanations for the low increases last year: price and wage controls, the low rate of inflation in the U.S. in 1972, and an increasing reluctance to strike. A wage explosion is not expected this year because unions, at least, seem to be relying on improved cost of living escalator clauses as the major means of meeting worker demands. Nevertheless, escalators will add to wage costs if the Consumer Price Index continues to rise rapidly.

Even if the U.S. average wage increase does go up from 7.9 to 8.5 or 9 per cent this year, preliminary indications from countries such as Japan and Germany are that wage increases abroad will again substantially exceed those in the

U.S. this year. Japan's workers recently settled for 30 per cent, and the most significant recent settlement in Germany was 13 per cent—obviously heartening for the United States' competitive position in the world.

## Union Democracy

The Commission for Industrial Peace, appointed by President Nixon in 1972 to seek solutions for collective bargaining problems, has questioned whether too much union democracy is bad for collective bargaining.

The Commission recommended in its final report that a review be made of Title I, the "Bill of Rights" clause of the 1959 Landrum-Griffin Act. Title I gives union members a voice in union decisions, the right to challenge leadership decisions and the right to go to court for "reasonable" remedies if they believe their rights have been violated.

Business has been critical of the Bill of Rights clause because of the large number of contracts rejected each year by rank and file unionists in ratification votes.

Although labour believes that Title I has ended undemocratic practices in some unions, the union members of the Commission think that Title I has been used by union dissidents in a way that hinders effective bargaining. "Union officers have been attacked in legal proceedings so many times that they have tended to become shy and have not exercised the leadership and general responsibility necessary in this controversial area." This made it possible for minorities "to impose their wills on

the majorities" and for relatively small numbers of dissidents "to prevent settlements and cause unwarranted turmoil."

The committee is the first official body to question publicly the amount of democracy granted to union members under the act.

## Lifetime Employment

Although Japan's economy has been in a slump, due mainly to the Government's stiff anti-inflationary policies, there are still more jobs than applicants and most workers recently received pay increases of 30 per cent or more.

"Even in a recession, it is very rare to lose a job," said one Japanese economist, Mitsutoshi Koyama. "In Japan, firms are closely connected," he explained. "Consequently, they can help each other out. Healthy firms that have connections with a troubled company don't want to bankrupt it."

Koyama's views are shared by many experts who believe that Japan's lifetime employment system and closely knit industrial groupings protect the average worker against business downturns. Employees of most big companies are virtually guaranteed a job from school graduation until retirement. In return, they usually get promotions based strictly on seniority. Most of Japan's major industrial firms are tied into one of several large business groups. The companies lend money and trade among each other, generally protecting the weaker members when the economy is in trouble. The Government, for its part, provides another cushion against recession by giving generous

amounts of low-interest credit to companies that cannot get favourable bank loans.

Nevertheless, bankruptcies are up, profits are down, inventories are rising and domestic sales are sluggish. Inflation has been running at more than 20 per cent annually. Even so, Japanese business has been able to pay this year's huge wage increases because exports are reportedly up more than 60 per cent.

### **Blue Collars Scarce**

An increase in the number of people seeking professional and white-collar jobs in many countries has created serious shortages of manual workers.

According to a world survey by the Associated Press, a major reason for the switch from blue-collar to white-collar status is prestige. Labour officials from most countries agree that wages between the two occupational categories are quite often equal.

"Nobody wants to be a menial worker anymore; nobody wants to use his hands," says an official in the labour ministry of Kenya. Even in Communist countries, where government officials stress the virtue of labour and the government controls training programs, craftsmen are scarce.

However, in the poorer developing nations, where jobs are in short supply, any type of job is welcomed. In India, where there is a 10 per cent unemployment rate, there is no shortage of carpenters, electricians or plumbers.

### **Global Strategy**

Now that international union co-operation has brought the Farah dispute to a successful conclusion (LG, July, p. 477), the International Confederation of Free Trade Unions, through its International Trade Secretariats, is gunning for number two on its most wanted list of multinational corporations that have "distinguished themselves by their anti-union attitudes"—Brook Bond Liebig.

Brook Bond Liebig is a manufacturer of tea with extensive estates in India and Sri Lanka. According to the International Federation of Plantation, Agricultural and Allied Workers (IFPAAW), conditions on the Brook Bond estates "are very bad by the standards of the country itself and moreover they are such that they do not satisfy even basic human needs."

The IFPAAW and the International Union of Food and Allied Workers (IUF) have agreed to join forces to confront Brook Bond on a global basis. The IFPAAW has a membership of about 4 million, mostly in the developing world and the IUF represents some 2 million food workers in 54 countries.

### **Labour Relations Bill**

As promised during the election campaign, Britain's Labour Government moved quickly in introducing its Trade Union and Labour Relations Bill to replace the contentious Industrial Relations Act of 1971. If the Bill is passed in its present form, which is considered unlikely in view of the Government's minority position, the provisions of the 1971 Act will

be swept away completely, except for those referring to unfair dismissal. Scheduled for abolition is the National Industrial Relations Court, along with the Commission on Industrial Relations and the Registry of Trade Unions and Employers' Associations.

Under the Bill, there would be no compulsory registration of trade unions, a situation that gave rise to considerable bitterness and even outright defiance of the law under the 1971 Act. The Bill would restore the pre-1971 legal immunities for trade unions and individuals acting in contemplation or furtherance of a trade dispute. A collective agreement would not be considered a legally enforceable contract unless it specifically provides that it is intended to be enforceable. The Bill also provides that peaceful picketing, other than at a person's residence, is lawful when carried out in contemplation or furtherance of a trade dispute. In the interests of introducing and passing the Bill through Parliament as quickly as possible, the Government is deferring to a second stage the establishment on a statutory basis of an independent Conciliation and Arbitration Service. This will allow time for details of the scheme to be worked out with the Trades Union Congress and the Confederation of British Industries.

### **ETUC Congress**

The second Congress of the European Trade Union Confederation (ETUC) was held in Copenhagen May 23-25, 1974. Since its establishment a little over a year ago, ETUC has grown from an initial membership of 27 million—all affiliated with the International Confederation of Free Trade Unions—to a membership of 33 million, including a significant



bloc from the European Organization of the World Confederation of Labour, which was recently admitted into membership.

One of the key items on the agenda at the Congress was the question of further expansion in the form of an application for membership from the Communist-led, Italian General Confederation of Labour, CGIL. Surprisingly, the resolution entrusting to the Executive Committee the decision as to whether the CGIL should be admitted or not was passed without discussion, with only six votes against. The six votes came from France's Force Ouvrière delegation, which is concerned that the admission of the CGIL might be the signal for the admission into ETUC of France's large and Communist-dominated General Confederation of Labour.

### UMW Demands

The United Mine Workers union is taking a tough stance on safety in this year's negotiations with U.S. coal producers. The goal, the union says, is "to put an end to working conditions that currently are killing an average of one miner every two

days and maiming hundreds more." Among the UMW's demands: a requirement for one to four full-time safety committeemen at each mine, first aid stations with "quickly available" doctors and registered nurses, a prohibition on miners working alone on any machine or in any dangerous place, free safety clothing and equipment, and compliance with a long list of new safety standards that are tougher than those in federal and state laws.

Although mines would be shut down when inspectors—elected by the local union—find hazardous conditions, the union insists that "no miner lose pay because the company fails to provide a safe working place." It wants to guarantee wages for time lost, up to one week, while dangerous conditions are corrected. There will be no "ifs or buts" about the enforcement of safety, says UMW president Arnold Miller. "If that is not acceptable to some operators, they had better find a new way of making a living," he warns.

In addition to tighter safety rules in the mines, the union is seeking substantial pay increases and a narrowing of the \$7.75-a-day range between the lowest and highest wage rates, a cost of living escalator clause, and a variety of fringe benefits.

The union's demands could be the costliest ever for the industry. The UMW contends that the coal producers can afford the price, considering the exceptionally healthy outlook for profits. Nevertheless, the industry needs labour stability, something it has rarely enjoyed, if it is to meet the soaring demand for coal. A concerted labour-management effort is therefore under way to curb wildcat strikes, which have been the bane of the industry for years.

### Mining Safety

Despite progress made in recent years, mining still ranks as a dangerous calling, says the International Labour Organization. The ILO reports that mining fatalities are some two to four times more numerous than those for construction, generally considered a high risk industry. Statistics covering 11 major coal mining countries over a period of 40 years have led to two major conclusions: (1) The average yearly death toll for miners exceeds 600, and (2) Explosions and fires cause more than 70 per cent of all mining disasters, killing and maiming hundreds of workers each year.

These findings triggered a search for safer mining practices and resulted in a new Code of Practice, published by the ILO last autumn. Among the problems discussed in the Code are: emission of firedamp (an explosive mine gas), ventilation, detection of gas, sources of ignition, and precautions against the threat of explosions and fires. The Code recommends the use of water sprays, improved ventilation systems and better cleaning practices. Other preventive measures should include rock dusting, or the spreading of finely ground incombustible material in the pit.

The new code is the latest move at the international level to reduce the price in human lives that we pay for our coal. But the success of safety codes depends not on the experts who draft them but on the men in the coal fields. The ILO points out that mining disasters are most often caused by careless people. In the final count, the problem is that of instilling a spirit of responsibility in every miner.



NFB

## Portuguese Unions

The new military Government of Portugal has agreed to let Portugal's unions form a labour confederation. The policy is part of the transformation of Portugal into a more democratic state.

The Government has reportedly agreed not only to recognize the unions now being formed, but also to allow them to negotiate with management without official intervention. The unions told the new Government that although the strike will be their major weapon, they would only strike as a last resort.

The formation of the confederation is regarded as one of the most significant developments since the military coup of April 25 that toppled the authoritarian right-wing government of Premier Marcello Caetano.

## Health and Safety

American business is spending \$3.03 billion to improve on-the-job health and safety this year, according to a recent survey of American industry by McGraw-Hill Publications Company.

The figure is up 18 per cent from last year, when American business spent \$2.6 billion, or 2.6 per cent of all capital spending, for employee health and safety.

"The rise in investment in employee's health and safety since the early 1970s is related, in large part, to the present enforcement of the 1970 Occupational Safety and Health Act," said Douglas Greenwald, chief economist for McGraw-Hill Publications.

The survey indicated that the percentage spent on safety will decline to 2.5 per cent in 1974. "The fact that industry is estimating a relative decline in the share capital spending going for safety and health could simply indicate that the job of protecting employees is largely completed."

## Labour Unrest

Multinational corporations, which have been flocking to Spain because of its traditionally peaceful and low-wage labour force, have been hit by numerous strikes in a country where strikes are illegal.

International Telephone and Telegraph Corporation ended three months of strikes and slowdowns against its Standard Electrica operations by agreeing to an 18 per cent wage boost for its 19,500 workers.

Chrysler Corporation avoided wildcat strikes by granting a 14.5 per cent raise with special cash bonuses that brought the settlement up to 18 per cent.

The Government of Carlos Arias, which had limited annual wage increases to 14.5 per cent, has turned a blind eye to these wage settlements. The Government, however, has clamped down on the formation of independent worker groups. Sindicatos, the official government union, is the only legal collective.

A Dow Chemical Company executive admits that a single union under government control was a plus factor in his company's decision to plan a \$325 million expansion in Spain.

## The CLC Convention

# NEW FACES NEW DIRECTIONS FOR THE CONGRESS

by JACK WILLIAMS

The Canadian Labour Congress has charted a new course, but only time will tell how closely it will be able to follow the directions laid down by delegates to its 10th Constitutional Convention, or how long it will take to reach its new objectives.

The Vancouver convention, held May 13-17, was the most significant since the CLC came into being through the merger of the Trades and Labour Congress of Canada and the Canadian Congress of Labour in 1956. The most important decision of the delegates was to give the Congress greater power over its affiliates, a lack that Congress officers have often maintained slowed the rate of progress and restricted the central organization.

There was little difference in principle on the major issues of Canadian autonomy, performance standards for unions, and mergers. What differences there were were seen largely as matters of timing and degree. To some extent it was a conflict between idealism and practical politics, with those who emphasized the practical political situation perhaps underestimating the mood of the membership.

This was decidedly a delegates' convention, with individuals and factions (who, for personal or political reasons opposed the administration) rallying behind a self-styled "reform group" composed of: the Canadian Union of Public Employees; British Columbia Government Employees' Union; Canadian Brotherhood of Railway, Transport and General

Workers; Canadian Union of Postal Workers; Letter Carriers' Union of Canada; and the Public Service Alliance of Canada.

The Québec Federation of Labour allied itself with the reform group and, in turn, had its support. The move was a successful one. An administration position refusing greater autonomy and special treatment for the Québec Federation was flatly rejected, and two of the administration's most important nominees for office were defeated. Joe Morris, the administration's choice for president, was elected.



Structure. The convention made it clear, however, that it wanted these objectives moved beyond the resolution stage, and pursued with vigour.

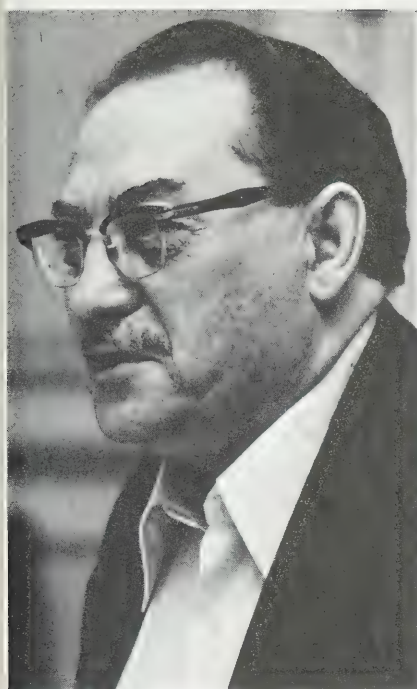
Debates were sharp; but the biting remarks that were exchanged did not necessarily reflect a fundamental split in the Congress. The expression, "the family of labour," is an apt one. Within it, differences can be aired with all the vehemence of a family quarrel; but any outside threat inevitably leads to a closing of the ranks.

Although the convention was clear in its expression of the directions in which the Congress should move, the final decisions between now and the next convention in 1976 rest with the Executive Council, which gives added importance to the choices made by the Vancouver delegates.

Donald Montgomery, a staff member of the United Steelworkers, and President of the Toronto Labour Council, defeated Neil Reimer, Canadian Director of the Oil, Chemical and Atomic Workers, and the administration's candidate for the post of secretary-treasurer. This position had been occupied previously by William Dodge, a veteran of 45 years in the labour movement who, by a narrow margin, missed gaining the support of the Executive Council in his bid for the presidential slot on the administration slate.

Shirley Carr, Niagara Falls, a Vice-President of CUPE, was on both the administration and reform slates, and had an impressive lead in the executive vice-presidential race. Julien Major, Montreal, a member of the staff of the United Paperworkers, took the other executive vice-president position, defeating the incumbent, Jean Beaudry, of the Steelworkers. Major had the support of the Québec delegation and the reform group.

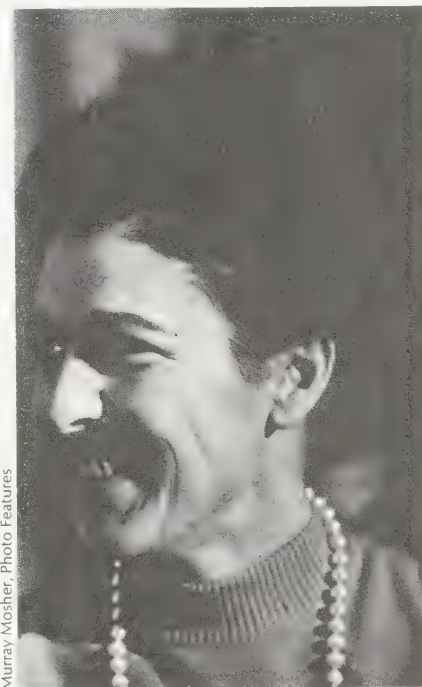
There were no significant changes among the general vice-presidents. Those elected were: Dennis McDermott, United Autoworkers; L. H. Lorrain, United Paperworkers; Stanley Little, CUPE; E. T. Staley, Carpenters and Joiners; W. C. Y. McGregor, Brotherhood of Railway, Airline and Steamship Clerks; and William Mahoney, Steelworkers.



**Morris**

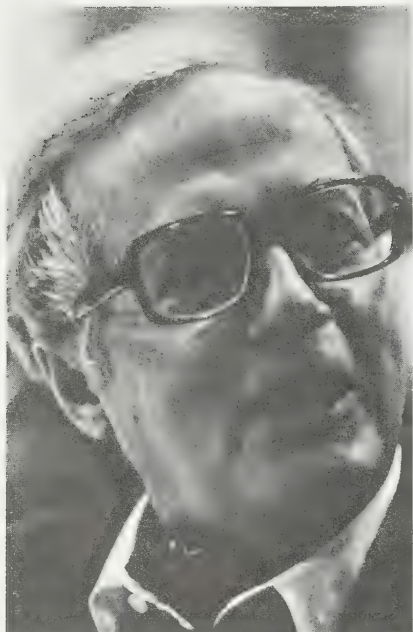
It was indicative of the mood of the convention that, although there was no official opposition candidate, Gilbert McIntyre, a relatively unknown member of the CBRT from Cape Breton, cornered more than a third of the votes.

Throughout the convention, it was apparent that the direct representatives of the membership were restless, and seeking more action. Their demands included not only tighter guidelines for international unions and a firm decision to frame performance standards for both national and international unions, but also greater enforcement authority for the Congress. Although the reform group received a good deal of public credit for these moves, they were originally introduced and recommended in the report of the CLC's Commission on Constitution and



Murray Mosher, Photo Features

**Carr**



Murray Mosher, Photo Features

## Major

Among the vice-presidents-at-large, the only significant change was the election of John Fryer, General Secretary of the British Columbia Government Employees' Union, who had the support of both groups. Others elected were: Si Bresner, International Ladies' Garment Workers; George Watson, Textile Workers' Union; Claude Edwards, PSAC; Donald Secord, CBRT; Mike Rygus, International Association of Machinists; Robert Smeal, Canadian Air Line Flight Attendants' Association; Hugette Plamondon, Canadian Food and Allied Workers; John Carroll, Boilermakers; and Lynn Williams, Steelworkers. Presidents of the provincial federations of labour are members of the Executive Council by virtue of their office.

It would be both dangerous and misleading to anticipate the future performance of the Congress by tagging its officers as either "national" or "international" unionists; but, regardless of its significance, such a comparison is inevitable. Among the four full-time officers—president, secretary-treasurer and two executive vice-presidents—two are international union members, and two belong to national unions. On the Executive Council as a whole, 19 are members of internationals, and 11 are members of nationals.

## Changing the Guard

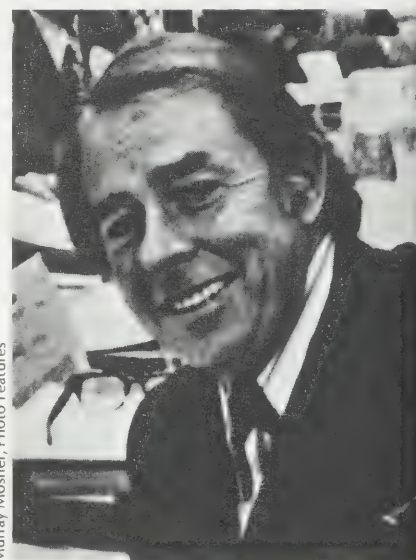
To some extent, the 1974 elections could be considered the beginning of a changing of the guard. Dominant personalities in the Canadian Labour Congress have, up to this point, always been persons who were prominent in the early days of the CIO's organization of mass-production industries. Now they are disappearing. Prominent among them is Donald MacDonald, CLC president since 1967, and before that, secretary-treasurer. He is now president Emeritus. The Congress's new Secretary-Treasurer, Don Montgomery, is the son of one of the battle-scarred veterans of the CIO struggles. The election of Shirley Carr is an indication of the greater recognition of the role of women in the labour movement. She is the first woman to hold a position at this level in the CLC.

The record attendance at the convention, which attracted 2,491 delegates, was largely the result of a strenuous campaign by CUPE to have the fullest possible representation to support its positions.

One of the reports made to the convention by the Executive Council showed total CLC membership to be 1,615,833—an increase of 125,530 between 1972 and 1974. International unions continue to make up the larger part of the membership—1,152,843 compared with 462,990 for national unions, provincial organizations and directly chartered local unions.

On white-collar organization, the executive reported that, "although the results so far are not significant in terms of numbers, the early work on publicity and contracts is expected to produce solid organizing gains in the future."

The secretary-treasurer's report recorded a deficit of \$368,362 between 1972 and 1974, which was attributed to uncontrollable and



Murray Mosher, Photo Features

## Montgomery



unavoidable increases in costs. The convention later approved, with practically no opposition, an increase in the per capita tax paid by affiliates from 15 to 20 cents a month. Two cents of this will continue to be earmarked for white-collar and special organizing.

Unquestionably the most important debate of the convention was that concerning Canadian autonomy, and the establishment of what was termed a "code of union citizenship." Pre-convention attention had centred almost exclusively on the extension of autonomy for Canadian members of international unions; but the convention action went considerably beyond this. As more than one speaker pointed out, making a union national did not provide any guarantee of good service to the membership. Although no organizations were named, charges were made that both national and international organizations had failed to fulfil their responsibilities to the membership.

### Constitutional Changes

The major decisions taken at the convention—the most sweeping since the CLC was established—were based on the report of the Commission on Constitution and Structure. This body, which now appears to have reached full stature, came into being in 1966, when it was appointed as something resembling an internal royal commission "to examine the entire question of structure, mergers, affiliations and unity."

It subsequently held a series of hearings across the country to allow the expression of various viewpoints, and currently is considering the holding of a second

round of hearings. Meantime, the Commission has become a standing committee, thereby making the CLC the only central labour organization in the world to conduct a continuous examination and evaluation of its activities.

Over the years, the Commission has initiated a number of constitutional changes, and has concerned itself with the possibility of mergers, the operation of international unions in Canada, and the establishment of performance standards. On all these matters, the position has been that, although there is agreement in principle, there are obstacles in the way of immediate accomplishment.

For example, previous reports have suggested that: (a) it is extremely difficult to formulate a set of performance standards because of the wide differences among unions; and (b) mergers are primarily the responsibility of the unions themselves. The 1974 report marked a sharp movement forward from this position. In addition to an extension of previously accepted standards for the internationals, there were proposals for specific action to write and enforce standards and to spur mergers. Action has, of course, yet to be taken; but the instructions are clear, and the administration will be accountable to the 1976 convention for progress in this direction.

The minimum self-government standards for international unions, adopted by the 1970 convention, called for the election of Canadian officers by the Canadian membership, and for the determination of policies dealing with national



Murray Mosher, Photo Features

**Jack Williams with CUPE's Stan Little**

affairs by Canadian officers and members. The standards also required that Canadian-elected representatives have the authority to speak for their unions in Canada.

When these standards were adopted, the internationals were canvassed by the CLC in an effort to determine the extent to which the guidelines were being met. Subsequently, there were three follow-up requests for such information. Of the 90 international unions affiliated with the Congress, 77 responded with completed questionnaires; the other 13 have not replied. Of those reporting, 43 stated they were in compliance with all the guidelines; six said they did not comply with any. The remainder complied with some, but not all.

In its report to the 10th convention, the Commission proposed that there be added to the original guidelines the requirement that, if an international union was



affiliated with an international trade secretariat, the Canadian section should be affiliated separately, thereby ensuring a Canadian presence at the international industry level. This step was recently taken by the United Auto Workers.

It was recommended also that international unions "take whatever action is necessary to ensure that the Canadian membership will not be prevented by constitutional requirements or policy decisions from participating in the social, cultural, economic and political life of the Canadian community."

### Overshadowed

Important as these proposals are, they were overshadowed by the recommendations for methods of enforcement. The Commission's policing plan has three sections: (1) affiliates failing to comply should be reminded of the standards and asked whether they were willing to comply; (2) unions expressing a willingness to comply should be required to state when such action might be taken; (3) in instances where there was no indication of compliance, the Executive Council could, by a two-thirds vote, authorize the president to suspend the organization involved. Unions so affected would have the constitutional right of appeal at the next convention. Should the suspension be upheld by that convention, then "the Congress should take whatever steps are necessary to maintain the membership of the suspended affiliates in good standing with the Congress."

This provision, which was approved by the delegates, as were the other Commission proposals, gives the Congress power considerably beyond anything it has previously enjoyed. It amounts, in fact, to a threat that unions failing to comply with the standards will risk losing their membership to another Congress affiliate, or to the Congress itself. The Commission was emphatic in its position that any code spelling out minimum performance standards for unions should apply equally to national and international organizations.

The Commission went on to specify what was intended: "It is proposed by the Commission that this code will cover all matters which affect trade unionists within the Canadian community, and that all affiliates will be required to provide those services that are necessary to protect the rights of workers both at the industrial and community levels.

"These services should cover all aspects of collective bargaining, research material, education, welfare services such as assistance in making unemployment insurance and workmen's compensation claims and appeals, legal assistance for people in jeopardy for action on behalf of trade unions in strike situations, and other such services as are necessary to conform to the Code of Citizenship."

Although the recommendations were carried by an overwhelming vote, it was not before a vigorous debate. Most serious objections came from some delegates of building trades unions. The day before the Congress convention

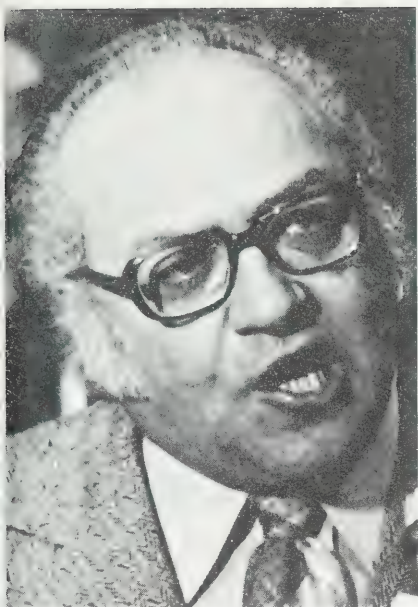
opened, there had been a building trades caucus at which senior union representatives took a strong stand, going so far as to propose that, should the convention adopt the Commission's proposals, the construction unions should withdraw. They ran into opposition from the rank-and-file delegates of their unions. A large segment of these delegates was from British Columbia, where there has been a strong movement demanding greater autonomy.

On the convention floor, there were some building trades delegates who spoke in favour of the report, suggesting that it did not go far enough; others voiced opposition. A representative of the plumbers' union put his objection in these terms: "We are not going to stand for interference in the affairs of our union. We have not replied (to the questionnaire) because we think it is none of your business. If there are to be changes, the rank-and-file of our union will decide, not you. You won't have to expel us; we won't be here."

### Infringement

Some objectors maintained that the proposal was an infringement of the guarantee of jurisdictional autonomy that had been part of the original merger agreement.

Approval of the new approach, with all it implies, came quickly on the heels of strong supporting speeches from three prominent leaders: Stanley Little of CUPE, Louis Laberge of the Québec Federation of Labour and Dennis McDermott of the Auto Workers.



Murray Musher Photo Features

## QFL's Laberge

### Internationalism

Before the Commission's report reached the floor, the subject of international unions had received attention. In his presidential address, Donald MacDonald had commented: "The justice of the contention that we, as Canadian trade unionists, should have autonomy within international unions is now well recognized. The growth of sentiment that Canadian unionists must have the right to conduct their own affairs in Canada is a healthy one."

"It is a great tribute to the intelligence and maturity of Canadian workers that they are going through an evolutionary process in taking on the full responsibility of their unions in Canada."

He congratulated the United Papermakers on the manner in which they had reached a decision to form a purely Canadian union;

but he also warned that this could not be regarded as a blueprint for all organizations. Individual characteristics of unions had to be considered. If there were to be changes, they should be accomplished by "a friendly and co-operative evolutionary process."

Labour Minister John Munro, while paying tribute to the contribution of international unions in the development of the labour movement in Canada, and clearly divorcing himself from disruptive forces that used nationalism as a platform, suggested that the time had come "for a thorough examination of the nature of the U.S.-Canadian trade union links."

C. L. Dennis, the fraternal delegate from the AFL-CIO, spoke of the value of the relationship between organized labour in the two countries; but he was careful to frame his remarks in the most general terms. He suggested that a strengthening of this relationship, "by whatever means achieved," was essential to the economic progress of workers on both sides of the border.

### Mergers

Closely allied to the matter of assuring provision of adequate service is the subject of mergers. The Congress constitution has a section requiring the officers "to actively encourage the elimination of conflicting and duplicating organizations and jurisdictions, through agreement, merger and other means." This was also one of the subjects covered in the Commission report.

Since the merger in 1956, there have been 23 mergers—14 involving international unions, and nine involving national unions. Opinion

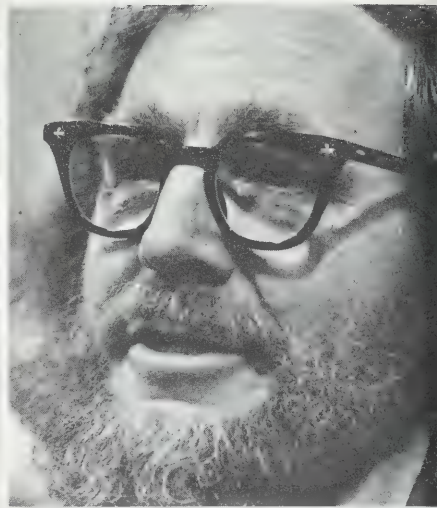
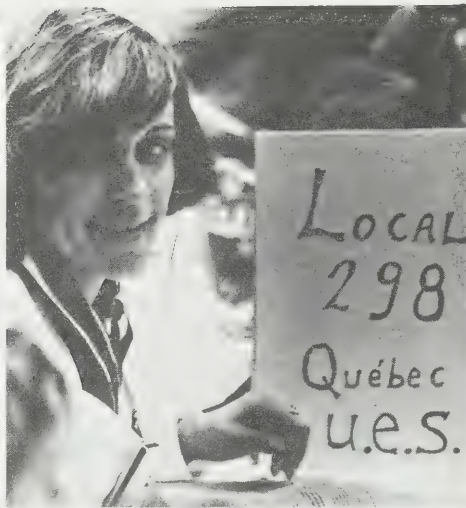
has been practically unanimous that, in too many instances, Canadian unions, and the Canadian sections of international unions, are too small either to be truly viable organizations, or to provide reasonable service on a national basis.

The obvious solution is to develop larger organizations that can function more efficiently; but this presents difficulties, as the Commission explained: "The ability of the Congress to do anything in this field has been very limited because of a lack of effective machinery to implement its desires. Also there does not appear to be a general desire of affiliates in related fields to approach the question of consolidation of organizations working in the same field in order to create stronger and more viable trade union organizations. At the same time it can be said that, because of this apparent unwillingness, the officers of the Congress did not push the question of merger in some areas where merger would seem to be a natural and necessary evolution. With the exception of mergers which have been brought about by changing industrial situations, and for other reasons, little real success has been achieved."

### Industrial Councils

One step the Congress has taken in this direction has been the establishment of industrial councils, bringing together unions with common interests. Nine such councils were formed. There was a hope that this form of co-operation might contribute to structural changes. This, however, has not been enough. The Commission, urging new initiatives, proposed





Murray Mosher, Photo Features

## Faces in the crowd...

that a high-ranking officer, backed by a strong committee, be given responsibility for actively promoting mergers.

In the debate that took place before the recommendation was adopted, attention was called to the municipality of unions in such areas as transportation, and in Ontario hospitals, where there are 11 different organizations. On the other hand, Al Hearn, senior Canadian officer of the Building Service Union, which is in the hospital field, voiced alarm at any suggestion of compulsory merger. He was assured by Morris, Chairman of the Commission, that mergers would be voluntary on behalf of the unions and their members.

## QFL Demands

Apart from the elections, the sharpest division during the convention arose with the demand of the Québec Federation of Labour for greater autonomy and special financial assistance. The Federation's resolution sought control over: (1) the educational program that is now conducted by the Congress; (2) jurisdiction over labour councils, and control of the

Congress staff now assigned to service them; and (3) the allocation of funds for use by the Federation. The proposals were based on cultural and language differences, and the presence in Québec of a competing central labour organization, the Confederation of National Trade Unions. The administration was opposed to the resolution.

There was immediate and vehement objection from the floor. QFL President Louis Laberge maintained that, in Québec, the CLC was far outstripped by the CNTU, and that large international unions were suffering as a result. He insisted that the CLC presence in Québec could be properly maintained only by strengthening the Federation.

The delegates' rejection of the administration position, and their support for the Québec position, was sweeping. The matter was referred back for further consideration. In an interval between convention sessions, the Federation and Congress officers worked out a compromise under which

there was acceptance of the principle of the resolution, and an undertaking to work out the practical details after the convention.

This is one of the thorny subjects with which the new executive will have to deal. While the unique position of the Québec Federation of Labour is now fully recognized, there is a realization that other provincial federations also want an extension of their jurisdictions, and additional financial assistance to enable them to take over some of the activities now directly under Congress control.

## Disagreement

Another difficult matter with which the incoming executive will have to deal is the position of organizations of provincial government employees. This is at the heart of a long-standing disagreement between CUPE and the Congress. CUPE maintains, and the CLC agrees, that its jurisdiction covers provincial public employees. But, beyond this, the CLC argues that no jurisdictional rights



are inviolate; and that, apart from becoming part of CUPE, provincial groups may be taken into the Congress through direct affiliation, or through the formation of a new national union of provincial government employees.

The Executive Council reported to the convention that the provincial employees concerned had clearly shown a preference for direct affiliation as a first step, and that affiliations had been accepted in full compliance with the constitution, supported by two thirds of the Executive Council. All the organizations had agreed to participate in the formation of a national union, as well as co-operating through a joint body with other public employee unions. The CUPE delegation had been empowered by its own convention to withdraw from the CLC should a satisfactory agreement not be reached. The majority, however, supported a proposal to refer the matter to the incoming executive.

As the new President, Morris gave assurance that everything possible would be done to press forward in the creation of a broader national union. Obviously, a major factor in CUPE's agreement to accept the proposal was the addition to the executive of Shirley Carr, their Vice-President, and John Fryer, General Secretary of the British Columbia Employees' Union.

Apart from internal matters, the present economic situation and collective bargaining policies received most attention. MacDonald devoted a major part of his opening presidential address to a

hard-hitting attack on the Government for its "failure to protect workers against the ravages of inflation." But many delegates were dissatisfied with the "general economic policy statement" later put before the convention, claiming that it was inadequate and not sufficiently militant. It was, however, adopted.

The statement complained that, "Since the Ottawa convention of the Canadian Labour Congress in 1972, matters have gone from bad to worse on the economic front in Canada." It conceded that there had been "a slight improvement" in the problem of unemployment, but added that "it continues to haunt tens of thousands of Canadian families on a day-to-day basis." For those with jobs, "Rapidly rising prices, especially for food, housing and clothing ... (had) wiped out real income gains achieved earlier." At the same time, the statement continued, "Corporations in this country have been making record-breaking increases in profits for the last three years." The statement forecast continuing high, inflationary

pressures for the remainder of the 1970s, but admitted that much of "the inflation we are experiencing is a worldwide phenomenon."

On the subject of multinational corporations, which were described as "impersonal forces ... always looking for situations to exploit," the statement declared that "the only remedy ... is to have multinational union councils, which will develop global strategies to ensure that collective bargaining continues to be usable."

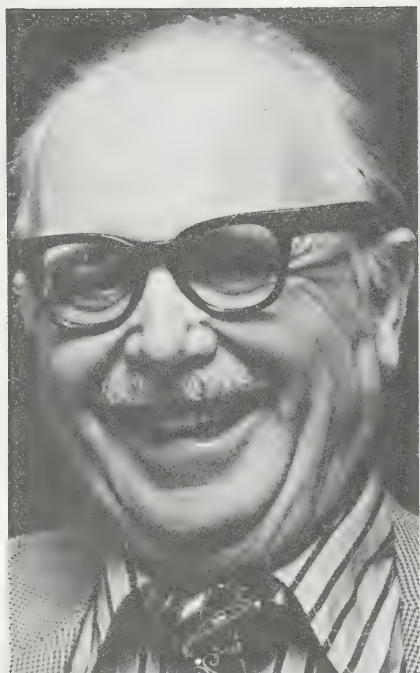
On bargaining policies, the statement continued: "Organized workers ... have no options but to bargain as hard as they can to achieve settlements which will offset rising living costs in order to protect themselves and their families. Such settlements should have as their goal not only the matching of price increases, but also increases in labour productivity.

"One of the primary goals of collective bargaining, if workers are not to suffer from inflation, is to reopen contracts to adjust them to the rise in the cost of living. Cost of Living Allowance Clauses (COLA)

Murray Mosher, Photo Features



MacDonald and Chavez addressing the convention



Murray Mosher, Photo Features

One of the fraternal delegates, Otto Kersten, General Secretary of the International Confederation of Free Trade Unions, suggested that co-ordination of anti-inflation programs of major industrial nations was essential to offset the power of the multinational corporations, which had contributed to world inflation by abusing their dominance of world markets. Another fraternal delegate, Jack Jones, President of Britain's Transport and General Worker's Union, called for greater exercise of strength by unions internationally, although he expressed opposition to international, as opposed to local, bargaining.

### Voluntary Arbitration

Labour Minister Munro also had something to say about bargaining. He called on both labour and management to experiment and innovate in bargaining techniques. He said that, although he remained unequivocally opposed to permanent compulsory arbitration, he was not opposed to voluntary arbitration, a comment that aroused vocal opposition from some of the delegates.

Munro elaborated: "It does seem to me that voluntary arbitration, in its many forms and variations, is one technique that can obviate the sort of damaging confrontation that the general public increasingly resents and rebels against. Although labour disputes, and even strikes, do have a legitimate place in our particular form of democracy, much of this public resentment is, to me, fully justified; and that is why we must act."

William King, British Columbia's Minister of Labour, and a former locomotive engineer who is a graduate of the Labour College of Canada, expressed strong opposition to tighter legislative control of bargaining, proposing instead that consideration of better methods was deserving of careful attention.

Political discussion, not unexpectedly, centred on the federal election campaign, then just beginning. A pre-convention political conference focused on a panel that included two of the NDP premiers—David Barrett of British Columbia and Allan Blakeney of Saskatchewan—and T. C. Douglas, former National NDP leader. This meeting, and, to an even greater degree, the appearance at the convention of David Lewis, NDP leader, provided the atmosphere of an election rally.

Reports showed that union membership support for the NDP, through the affiliation of local unions, declined slightly between 1972 and 1974. As of December 31, 1973, there were 743 locals with a total of 268,363 members affiliated with the party, compared with 809 locals with 274,204 members two years earlier. Financial support has, however, increased as a result of the doubling (from 5 to 10 cents a month) of the per capita payments by affiliated unions.

The attention of the Vancouver convention, more than has been CLC custom, concentrated on a few major topics, making it impossible for the delegates to deal in detail with other matters. The delegates had before them a staggering 660 resolutions, a great many of which had to be referred to the incoming executive because of time limitations.

The new executive faces many vitally important decisions, and the next two years will likely mould the future of the labour movement in Canada for some years to come.

### OFL's Archer

will necessarily have to become a major objective of collective bargaining as a result of current and prospective inflationary trends in the economy."

The statement voiced support for the use of selective price controls where there is evidence of exploitation. Some delegates criticized the document as being little more than a re-statement of the Government's position; but Secretary-Treasurer Dodge described it as a "complete indictment" of the Government.

Earlier, at a press conference called immediately before the convention opened, MacDonald had said that the Congress completely rejected wage and price controls, and would not even discuss them with a Conservative government, should one be elected.



Steelworkers Policy Conference

The State of the Union  
—and the Country

by JACK WILLIAMS

The Canadian membership of the United Steelworkers of America is one group that appears to have no intention of severing its international union ties—at its National Policy Conference, held in Vancouver May 9 and 10, the union voted decisively to reaffirm its international relationship.

The resolution was passed, only after some debate, however; discussions which, though vigorous, were conducted in a calm atmosphere, somewhat in contrast to the more heated discussions that marked the 1973 Policy Conference. The vote this year was roughly 9 to 1 in favour of reaffirming the present relationship; in 1973 it was about 2 to 1.

The Vancouver conference, attended by 313 delegates, dealt with a number of reports and resolutions, devoting a major portion of its time to matters related to safety and environmental control.

Despite the repeated evidence of basic loyalty to the union, there were sharp, and forcibly expressed differences. The delegation from Local 1005, Steel Co. of Canada at Hamilton, where there is a strong pro-nationalist element, were quick to use any opportunity for attempting to embarrass the administration.

There was also a brisk exchange between the directors of the two Canadian districts—Jean Gérin-Lajoie of the Québec and Atlantic region, and Lynn Williams, director of the district covering Ontario to the Pacific. Gérin-Lajoie, in his formal report to the conference, was sharply critical of the Canadian Labour Congress in its relations with the Québec Federation of Labour. William Mahoney, Canadian Director of the Steelworkers, is a General Vice-President of the CLC and Williams is a Vice-President at Large.

Jack Lindsay



Lynn Williams



Gerin-Lajoie took the position that the CLC had failed to support the Québec Federation in its struggles with the Québec Government, and had not recognized the Federation's role as the representative of the Congress in that province. "The QFL needed, and did not receive, the support of the CLC," he said, adding that within the Steelworkers a way had been found to meet such conditions.

Williams, in a spontaneous interjection in his report, voiced "deep and fundamental disagreement" with this statement, which he described as "not fair and not warranted by the facts."

The international union issue revolved around a policy statement titled "Nationalism, Autonomy and International Unionism." It declared: "The Canadian public is being exposed today to anti-union and anti-worker propaganda, posing as concern for the national integrity of the country. The effects, and in several cases the purposes, of this propaganda are to cloud and to undermine the important and growing contribution of working people and their unions to social purpose and national identity throughout Canada."

The statement went on to condemn "business spokesmen, politicians and pundits who use their platforms to divide the working people of Canada into fragmented and weak organizations, or to prevent them from merging into larger, more effective groups to wage their economic and political struggles."

The union's top officers had also referred to the subject earlier. Mahoney was critical of a federal government contribution of \$44,500 to the Committee for an Independent Canada, which, he suggested, reacted against international unions because they were an effective instrument for bringing about social change.

Williams told the delegates that raiding attacks on Steel locals had been inaccurately portrayed in the media as a contest between nationalism and internationalism. He received applause when he invited those engaged in such tactics to join with the established labour movement in building stronger and more united organizations.

Debate on the nationalism versus internationalism issue came almost entirely from the rank and file members. Speakers who favoured a continuation of the international union tie outnumbered critics 2 to 1. One of the few staff members participating in the discussions maintained that workers who had defected to smaller national organizations had fallen far behind in bargaining. He forecast that at Kitimat, B.C.—Steel's most serious loss—there would be a return to the Steelworkers' union.

One of the opponents of international unionism described the union's constitution as "nothing more and nothing less than an extension of imperialism and colonialism." Several speakers charged international officers of the union with supporting United States isolationist policies at the cost of Canadian jobs. Others argued that it was quite possible to have a completely autonomous Canadian union and still retain a strong relationship with the union in the United States.

Those taking the opposite position maintained that the Canadian members of the union already enjoy a very high degree of autonomy. Breaking away from the international would be a move in the wrong direction, because strong international ties are essential to balance the growing power of multinational corporations. There were also frequent references to the strike fund assistance that the Canadian membership has received from the international headquarters.

Reports made public at the conference showed that District 6 (Ontario and the West) received \$552,000 in such aid last year. It was also announced that the scale of basic strike benefits provided by the international headquarters was being increased from \$10 to \$20 a week. This is supplemented by payments from the Canadian strike fund and local financing to a total of \$35 to \$45 a week.

Linked with the discussion on international unionism were demands for the removal of a section of the international union's constitution barring members of the Communist Party from union membership. A member of a Port Colborne, Ont., Steelworkers' local had been expelled under this provision.

Opposition to the restriction was based primarily on the argument that the Communist Party is legal in Canada, and that individuals have the right to belong to and support the party of their choice. A number who took this position made it clear that they were arguing on a matter of principle and that they did not personally support the Communist Party.

The conference as a whole supported the administration position that constitutional changes could only be effected at the international convention level, and that representations should be made there.

## **Coping with Inflation**

Prevailing economic conditions received considerable attention. Two Steelworkers' locals—1005 at Steel Co. of Canada, Hamilton, and 2251 at Algoma Steel, Sault Ste. Marie—had led the way in having contracts reopened to meet inflationary conditions. Adjustments had also been obtained in a number of other locations.

"We don't promote such interim wage increases as a panacea," Williams said. "The better solution to cost of living problems is an open-ended, no-limit, cost of living escalator clause, the kind we have achieved in the can industry. Obviously, without the full power of the union, we could not count on interim increases during the term of a contract, to protect our members. But the union has set the pace for many weaker unions and smaller industries, organized and unorganized."

Gérin-Lajoie took the position that more fundamental changes were needed: "It appears to me both clear and dangerous that the generalized acceptance of periodic contracts and wage increases, bargained long in advance, is being revised by several groups in the face of the personal disorder of family budgets, and also in the face of the general scene of economic disorder gone wild."

There was considerable support for an extension of co-ordinated bargaining, which has been practiced in 12 instances in District 6. Williams, while favouring extension, warned that it was not a blueprint applicable to all situations, and posed an interesting question:

"There is no single way to deal with a conglomerate or an industry. These are going to be tough decisions in the future. In dealing with a diversified multinational corporation like Boranda, is it best for our members to bargain as a chain of locals in Noranda or as an industry, with Noranda Mines bargaining jointly with locals in other mining companies?"

A special statement dealing with escalator clauses stated that they were "a necessary feature of any agreement" in the face of rapidly rising living costs. The statement made it clear that, although escalator clauses could protect the purchasing power of wages, they could not improve living standards. This must be accomplished through negotiated wage increases. Cost of living adjustments should be applied to all wage calculations, including overtime, and should be effective immediately following rises in the Consumer Price Index.

The statement added "This conference recognizes the urgent need for substantial wage increases to restore the purchasing power workers have lost as a result of recent price inflation."

## **Political Views**

Formal announcement of the date of the general election was pending when the conference opened, and an emergency resolution on the political situation was the first item of business to come before the delegates. The resolution, which was adopted with a lone

dissenter, congratulated the NDP on its "statesmanship" and attacked "the arrogant leadership of the Trudeau administration." The resolution stated that the NDP had no alternative to bringing about the defeat of the Liberal Government, and described Conservative proposals for wage and price control as "simplistic" and "unworkable."

Speakers on the resolution, all of whom supported it, called for a rallying of union strength in the election campaign.

The United Steelworkers is one of the unions that have been consistently active in the political arena. Mahoney, in an opening address prepared well before an election became obvious, recalled that the union had supported both the NDP and its predecessor, the CCF.

He freely admitted that support for this position was not unanimous, but explained "The majority had the right to freely and openly work to get governments elected in the provinces and in the federal field who share our social views and social outlook.

"We'll have differences with any government because we are democrats, and we understand that honest and well-intentioned people can differ. We have never sought a government that merely aped our ideas at any moment, but we have legitimately sought a government that shared our basic philosophy that people are the most important element of society."

Williams, in his report, also took a strong political position, stating "The NDP has not provided Utopia. We didn't expect it to, not

in British Columbia, or Manitoba or Saskatchewan. But the NDP governments do listen better, and a responsive government is a good government. Ordinary working people have clearly benefited from the NDP in power.

"But more is needed. Neither Manitoba nor British Columbia has pension benefit standards legislation. No province has adequate lay-off legislation to provide severance pay for the victims of runaway plants. In every province our members expect more direct action to control the cost of living. And the union has learned through experience that no government is as tough as we would like it to be on polluters and companies that operate with unsafe or unhealthy working conditions."

The report of the union's legislative committee gave solid support to British Columbia's NDP government for its labour legislation, which had earlier come under attack by the British Columbia Federation of Labour. The Steelworkers described the new British Columbia Labour Act as "the most important legislative changes governing labour legislation made last year."

### Work Safety

Safety ranks high among the concerns of the Steelworkers' union, many of whose members are employed in what are regarded as hazardous occupations. A comprehensive report on safety and welfare took the position that: "the employer must accept full responsibility for the entire well-being of the worker in industry.

Governments must establish adequate legislation and regulations, as well as competent enforcement to assure the health and safety of the worker. Organized labour must work and cooperate and educate to assure the health and safety of every worker and every citizen."

The conference took a strong stand in maintaining that every worker should have the absolute right to refuse to perform work that he regarded as dangerous, and that he should not be subject to discipline or penalty for such action.

The workers' compensation plans in effect in Canada were described as among the best in the world, but there were suggestions for further improvements. There is, said the report, a need for closer integration with public health and rehabilitation programs. The scale of benefit payments has lagged behind living costs. Workers are frequently discouraged from filing claims in order to keep the accident rate down. Employers are not being compelled to take back a worker who has recovered from an accident. Widows' pensions should be increased to 75 per cent of the deceased worker's earnings.

In the discussion following presentation of the report, a number of delegates expressed alarm at the continuing high accident rate in some localities. A Sudbury delegate reported that there were 8,000 accidents reported

last year at International Nickel, 10 per cent of which involved loss of working time. He maintained that the accident rate had increased since 1952. Conversely, an employee of the Steel Co. of Canada at Hamilton reported that a safety program in effect there would eventually eliminate industrial deafness, which had earlier become a serious problem.

At one stage during the safety debate, attention centred on the uranium industry, and the convention adopted a resolution calling for the resignation of Labour Minister John Munro "for his failure to assume responsibility to promote and protect the health and safety of uranium miners under federal jurisdiction." Ken Valentine, a Steelworkers' staff specialist in safety, charged that mining companies had, in effect, "been given a license to murder," and the lives of many workers had been shortened by failure to provide protective measures.

### Other Concerns

The United Steelworkers is also in the forefront of unions that give high priority to combating pollution and protecting the environment. As one third of the union's Canadian membership is in the mining and primary smelting industries, the Steelworkers have a direct personal interest in the problems. The conference adopted a detailed resolution calling for various forms of action to reduce pollution. At the same time, the conference demanded a planned



approach to resource extraction—policies should be geared to the public interest rather than to profits. It was maintained that Canadian resources should be processed in Canada, and protection should be provided for any workers whose jobs or incomes were adversely affected by resource policies.

The delegates responded enthusiastically to an address by Professor Fred H. Knelman of Sir George Williams University, who warned that the resources of Canada and the world were being reduced to dangerously low levels, and were likely to reach a critical stage by the year 2000. He emphasized the need for long-term policies, including lessening of wasteful practices and more recycling. Such an approach, which he said would in the final analysis not involve a serious loss of jobs, was well within reach.

Earlier the delegates had given unanimous support to a resolution against legislation banning the use of non-returnable bottles, on the ground that such a restriction would wipe out the jobs of some union members. The resolution called for a more vigorous recycling program.

In his "State of the Union" message, Mahoney recalled that the Steelworkers had only 38,876 Canadian members in 1947, and the number had now reached 187,000. In basic steel plants the rate was then 77½ cents an hour, or \$37.20 for a 48-hour week. The comparable 1974 rate provided \$166.40 for a 40-hour week.

Reports presented to the conference showed that the western Canadian district, including Ontario, had the greatest membership increase of all the internationals in 1973. The Québec and East district also recorded membership increases; but at the cost of considerable effort and expense, with the new units averaging only 35 members each.

# SPOTLIGHT ON INFLATION

by GEORGE SANDERSON

An incomes policy accompanied by appropriate monetary restraint would go a long way toward solving Canada's inflation problem, delegates to the 103rd annual general meeting of the Canadian Manufacturers' Association were told June 4. But in proposing income controls, **Ronald S. Ritchie**, Chairman of Toronto's Institute for Research on Public Policy, asserted that interest, dividends and rents should be exempted, because "these latter are prices, or the result of prices, and should be controlled by normal market forces if we are not to sacrifice unnecessarily the efficiency of our market system."

Yet incomes policies are doomed to failure, he said, unless there is widespread understanding and acceptance of the necessity for them as well as general confidence that no group will be able to evade them.

Ritchie told the CMA that today's inflation is so serious it could lead to disaster. "Unless we find a way to call a halt soon, we run the risk, not just of economic collapse, but of social disintegration," he warned. Destruction of the market system through too much government intervention is "one important example of how inflation, escalating too long and too far, can become socially destructive."

There is "a dangerous degree of misunderstanding and distrust of the role of profits and prices in our market system," Ritchie observed. The popular theory that excessive corporate profits, price gouging and speculation are the causes of high inflation is "damagingly misleading," he asserted. "The truth is that high profits can be a result, rather than a cause, of inflation."

**V. O. Marquez**, former chairman of the board of Northern Electric, pointed out in his address that accounting procedures are not equipped to deal with inflation, and this results in "inadequate depreciation reserves, illusionary inventory profits, and higher business risks." Politicians have used phrases such as "inordinately excessive" to describe profit performance, he noted. "The truth is that profit figures during periods of rapid inflation can be very deceiving indeed." Although inflation accounting may not cure inflation, it might shock companies, workers, shareholders and governments into doing something about it by sharing the true extent of the damage, Marquez said.

Ritchie charged that "economists can scarcely claim to have been much more effective than most politicians in helping the voters to understand the driving forces of inflation."

"There has been little discussion at the layman's level of the need to bring money incomes in line with real increases in the output of goods and services, and of the accompanying need to control the money supply appropriately if such an incomes policy is to work."

A principal problem in Ritchie's view is "a widespread expectation that everyone's real income should improve each year, but no clear understanding of how much is feasible." Inflation results when increased wages and salaries are not matched by productivity gains, he explained. Using per capita GNP as the measure, real output increased 6 per cent in 1973, but the money value of output rose 13 per cent. "So long as we raise money incomes faster than real output, the money we receive must decline in value."

Governments, for their part, "feel compelled to fuel the whole inflation process by a continued though erratic over-expansion of the money supply [because] they know they would suffer at the polls for monetary restraints," Ritchie said.

### Policies Criticized

Strong attacks on government spending and taxation policies were launched by a number of other speakers and panelists at the CMA meeting. **S. C. M. Ambler**, Executive Vice-President and Managing Director of E. F. Houghton and Co. of Canada, Toronto, backed Ritchie's statements by producing figures that he said showed that, from 1951 to 1973, wages and salaries increased by 297 per cent, whereas the Consumer Price Index rose only 95 per cent. Total personal income amounted to \$53 billion in 1972, said Ambler, but corporate income totalled only \$7 billion that year.

People don't realize that there are very few "big" corporations and that many companies break even or make a loss, he noted.

Commenting on expenditure by all levels of government, Ambler said that this had reached \$1,825 per capita in 1972, while total revenues amounted to \$1,796 per capita. The money comes from the pockets of over-burdened taxpayers, 86 per cent of whom earn less than \$10,000 a year, he asserted. Only 2 per cent of the population earns more than \$15,000 a year. John Meyer, Vice-President of Trizec Corporation, Montreal, said, "Governments will expand their services in proportion to the amount of surplus money that they can extract from a subservient public."

Calling for "intestinal fortitude" and "political honesty on the hustings," outgoing CMA President **Keith Rapsey** said that "world conditions cannot be made the excuse for tolerating or ignoring the all-pervasive severity of our inflation." But he assailed price and incomes controls as unworkable and dangerous, asserting that corporate profits are neither excessive nor an important cause of inflation. "After-tax profits last year were 8 per cent of the GNP. Simple logic should make clear that the other 92 per cent of the income flow is overwhelmingly more important in its impact on inflation."

Replying to union claims that wages are lagging behind prices, Rapsey said that in 1973, average hourly earnings in manufacturing rose by 9 per cent over 1972, whereas the average increase in the Consumer Price Index was 7.6 per cent. "Even more potent evidence that Canadians never had it so good in terms of real earnings is to be found in the nearly 5 per cent increase in real disposable income per capita last year."

### Union Power

In an earlier address to the annual meeting of the Canadian Gas Association, Rapsey, who is President of Allen-Bradley Canada, Cambridge, Ontario, charged that "monopoly union power" was responsible for much of the inflation in Canada today. He said union leaders "never mention any figure other than weekly wages and salaries. They fail to point out that this particular indicator varies with the number of hours worked per week . . . Wage earners lost buying power on account of strikes—which decreased the average number of hours worked—not because their wages slipped." The true picture is conveyed by average hourly earnings, which have increased more than the Consumer Price Index for the past 25 years, Rapsey argued.

He came out against wage and price controls because "this supposed 'cure' has proved to be worse than the disease in every country in which it has been tried." He pointed out that "our most important trading partner, the United States, has recently been that route, and its inflation actually worsened as a result of market distortion induced by the controls program."

The Canadian Labour Congress has likewise expressed its opposition to controls on the grounds that they have proved unworkable in other countries and have had "disastrous effects on the living standards of wage and salary earners" while building up resentment against all those who managed to evade them. CLC Secretary-Treasurer Donald Montgomery stated



recently that the Congress would be prepared to accept an "effective" program that would impose price restraints against those who "charge unjustifiable prices and reap windfall profits." The CMA, on the other hand, contends that profits are the fuel for healthy economic growth.

Rapsey's prescription for the economy is not an incomes policy but a decrease in government spending, accompanied by lower taxes. Calling for an end to political

parties' outbidding each other with "extravagant new programs and promises," Rapsey said "the unbridled spending of our federal, provincial and municipal governments is one of the two major factors in inflation that we can do something about. The other is excessive union power."

He warned that, "If the share of national income taken by governments continues to grow at the rate it has been doing, then no one can

seriously expect inflation to ease in the coming months unless other measures are taken, which will surely bring on an economic recession." These measures, involving higher taxes, and tight money and credit restrictions aimed at curbing demand, would be harsh, he said—and "no government has the right to consider them until it has curbed its own extravagances."

## The CMA's new president

"To try to get across to the public what the free enterprise system is all about." That, says William R. Lawson, new President of the Canadian Manufacturers' Association, is the main job of the CMA this year.

Lawson, Vice-President and General Manager of Domtar Packaging Ltd., told reporters at the CMA's annual general meeting that management has not done an adequate job in this area. "We must break down misconceptions about profits in the minds of the public," he said. "We believe that the free enterprise system, with established market prices, is the best system." Yet, "We seem to be slipping with too much facility into big government and big bureaucracy without very much evaluation." The Government, according to the CMA, is taking far too large

a percentage of real national income. The most important issues today are economic, Lawson said, yet Canadians have little understanding of economics.

Business is currently being blasted on all fronts, and the effectiveness of the CMA's drive to show why profits matter will depend to a large extent on the degree of co-operation it receives from the media and other segments of society.

Although the 8,600-member Association, through all 34 branches, is urging its members to concentrate on employees and their families first, its educational efforts are expected to extend to teachers, students, consumer groups and legislatures.

The campaign is expected to add significantly to Lawson's year in office; nevertheless, he has many years of management experience to back him up, not to mention 110 permanent CMA staffers across Canada, who are well versed in the Association's continuing role as a strong voice for industry with federal and provincial governments.

In the CMA tradition, Lawson says that Canada would be better off with less labour union power and less government spending. Echoing other speakers at the CMA's annual meeting, he told reporters that inflation should be fought by curbing public expenditure and formulating a "reasonably stable,

long-term monetary policy." He believes that the Government was too liberal in allowing a large growth in the money supply in the late 1960s and early 70s, but he approves the more conservative stance it is now taking.

Lawson thinks that economic management must be concentrated in Ottawa. Without that, he says, there would be confusion and ineffectiveness in handling such matters as inflation, resource development, fiscal and monetary policies. But he hastens to say that the provinces should be dominant in cultural and social matters.

The CMA chief noted that the Association, representing the vast majority of manufacturing companies in Canada, has begun to take a "moderately nationalistic" stance on foreign investment. "We think it would be nice if most of our resources and the means of processing them were owned by Canadians," he said. "However, we don't believe in going to extremes that would ultimately do the country more harm than good."

Calling for action against labour power, Lawson asserted that we need a better-balanced system of collective bargaining. "Right now the process is out of whack. Management doesn't have any economic clout," he said. The CMA President would like to see some form of compulsory arbitration in the public sector. "We believe that strikes against the public at large should not be tolerated," he declared. Air traffic controllers, for example, are "not the best judge of what they are worth. Third parties can be more objective."

Long a resident of Montreal, Lawson played down the impact on business of Québec's efforts to ensure the primacy of the French

language in the province, saying that Bill 22 is "not really a primary concern of the business community." He does not expect the proposed legislation to have much immediate effect on business, although he described its provisions as "unfortunate." Bill 22 requires that only children with a "sufficient" knowledge of English may attend English schools. All others must be educated in French.

French is already the language of work in Québec, Lawson said. English, however, continues to be the language of business. "That's worldwide, that's the way it is. A unilingual French-speaking person can only rise in a company to the extent that he is willing to do business exclusively in Québec." The province's substantial business ties with the outside world will always make it necessary to conduct a large part of important business in English, he observed, adding that opportunities exist in big business for French-Canadian managers, and that companies with Québec operations will select a higher percentage of francophone managers.

"The French-Canadian's one difficulty is that he has to be competent in both languages," said Lawson. He fears that French-Canadian children not already proficient in English may be barred from education in that language. "If people of French expression are confined to French schools, and people of English expression to English schools, where are the bilingual managers we so badly need going to come from?"



Walter R. Lawson, Vice-President and General Manager of Domtar Packaging Ltd., was elected 1974-75 President of the Canadian Manufacturers' Association at the CMA's annual general meeting, held June 2 to 4 in Montreal. He succeeds Keith H. Rapsey of Cambridge, Ontario.

Born in Nova Scotia, Lawson, a graduate in chemistry and engineering, has spent his entire career with Domtar, which he joined after serving in World War II. He has been in his present post since 1970.

His service with the CMA includes a past chairmanship of the Québec division, and several years on the Executive Committee. He was elected the Association's first vice-president in 1973.

## CIRRI Conference

# THE FUTURE OF PUBLIC SERVICE BARGAINING

by TED WEINSTEIN

The role of the Public Service Commission as Parliament's guardian of the merit system has become "a farce and a fraud", according to Claude Edwards, President of the Public Service Alliance of Canada, which bargains for 150,000 federal Government employees.

In a hard-hitting address to delegates at the 11th annual conference of the Canadian Industrial Relations Research Institute, held June 3 and 4 at the University of Toronto, Edwards declared that the PSAC cannot continue supporting the shell of a merit system whose substance is being whittled away from within.

"If we cannot have a Commission that is truly independent, I think the public service unions have two alternatives: either to seek the transfer of the Commission's

'watchdog' role to the Public Service Staff Relations Board, or to attempt to persuade Parliament to make appointments, transfers and promotions bargainable matters under the Public Service Staff Relations Act," stated Edwards.

Most private sector employers consider the effective matching of job requirements to job incumbents to be crucial in achieving program objectives, he explained. In 1967, public service collective bargaining was instituted and the Treasury Board took charge of almost all terms and conditions of employment; the Commission retained control of only appointments, transfers and promotions. Since then, "the Public Service Commission has bent over backwards to, as it proclaimed in

its 1970 report, 'Let the managers manage.' In 1972, more than 68,000 appointments—79 per cent of all appointments made to or from within the public service—were made by program managers under authority delegated to them by the Commission."

The Commission has established a system to monitor departmental staffing actions, Edwards continued. Yet, despite a special study carried out in 1971 and changes resulting from it, the Alliance is still not satisfied that the Commission is discovering—much less reporting—incidents of nepotism, discrimination or political patronage.

"Indeed, the role of the Commission as Parliament's guardian of the merit system has been substantially watered down since 1967. Not one of the six reports subsequently



published identifies weaknesses in administrative processes designed to protect the merit system, or refers to a single incident of discrimination or patronage. The Public Service Employment Act provides for revocation of improperly-made appointments and for withdrawal of delegated authority from departments that do not uphold the merit system; but so far as I have been able to determine, since 1967 only one appointment made under delegated authority has been revoked and no delegation has ever been withdrawn.

"Considering the extent to which the operational control of appointments has shifted in recent years from the Commission to departmental officials, this is either evidence of unflagging support of the merit principle by management throughout the service—a clear reflection of the efficiency of the Commission's surveillance systems—or a cop-out by the Commission from the fundamental responsibility vested in it by Parliament."

The PSAC President also spoke out against the traditional bargaining policies that give the same percentage increases to workers at different salary levels.

He noted that the percentage increase syndrome, which has permeated the collective bargaining scene in Canada for the past decade, provides for wage increases that are supposed to maintain the ratio between the various income levels. In fact, it simply widens the wage gap between those in higher income brackets and those in the lower brackets.

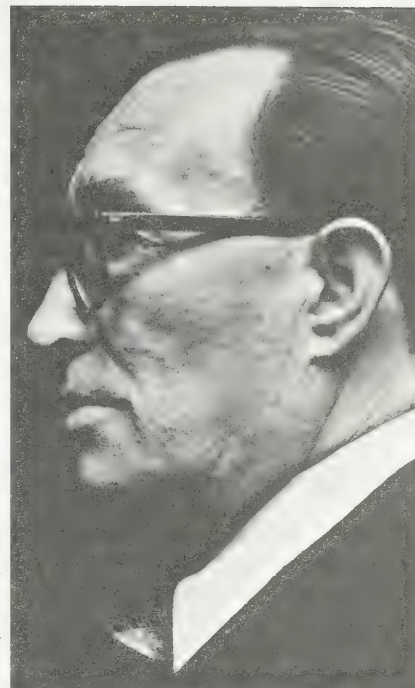
Most North American workers do not believe everyone should be paid an identical wage, said Edwards; there should be appropriate differentials in wages and salaries to reflect different contributions made by workers, and to provide incentives for people to acquire higher skills and education and accept more responsibility. But workers do not approve of the ever-widening arc between those at the lower end of the pay scale and those at the upper end, and the regressive distribution of national income.

### The Future

The present labour unrest, noted Edwards, has been building for about 10 years and is rooted in the fact that low-paid wage earners are not sharing in Canada's growth and prosperity. To help these workers secure their fair share in Canada's prosperity will be the greatest challenge facing collective bargaining in the near future.

Current inflation has increased public sensitivity to the plight of low-paid workers. Edwards admitted that perhaps in the Alliance's anxiety to ensure that public servants receive wages comparable to those paid in the public sector, it has been a party to wage settlements for low wage earners that "although statistically defensible, were morally outrageous."

Dissatisfaction and militancy in the public service—keeping in mind that the average federal wage is \$9,700 and there are approximately 120,000 federal employees earning less than \$10,000 annually—will be manifest in many ways, declared Edwards. So far in 1974, five tentative agreements have been rejected by PSAC bargaining units, compared with one rejection in the years 1967 to 1973.



Murray Moshier, Photo Features

### Edwards

Wildcat strikes and demonstrations, as well as attempts to change bargaining agents or union leadership, will be aimed at the unions as well as the employer. Union discipline will be difficult to maintain. This will make the bargaining relationship more difficult because neither union nor management can be sure that any agreement will be accepted. The employer is likely to hold back his best offer in reserve in the event of non-ratification or wildcat strike, and the union negotiator will be reluctant to accept and recommend what would normally seem like a good offer unless he believes he has solid support. The end result will be tougher bargaining, fewer negotiated agreements, more use of dispute settlement machinery and the likelihood of increased disruption and unrest.

Edwards expressed agreement with recommendations in the Finkelman Report on Employer-Employee Relations in the Public Service regarding master work

agreements or coalition bargaining. The implementation of coalition bargaining would permit the institution of master agreements containing terms and conditions of employment applicable to employees in more than one unit, leaving only salaries and specific terms to be negotiated. Coalition bargaining would replace the present "ritual" or separate notices to bargain, separate demands, and separate negotiations for virtually identical agreements.

### Report Defended

**Jacob Finkelman**, Chairman of the Public Service Staff Relations Board, who headed the recent inquiry into the Public Service Staff Relations Act, spoke to the delegates about his report. He said his report's recommendations took into account the variety of groups in the public service, each group having unique qualities. Collective bargaining legislation, he observed, must be adapted to the conditions of as large a proportion of the employees as possible while assuring to each group a reasonable opportunity to govern the conditions particular to that group.

"Balkanization of the public service through agreements entered into on a unit-by-unit basis would tend to establish vested rights in the employees in each unit that could not thereafter readily be modified by coalition bargaining for many years to come. It therefore seemed desirable to refrain from making certain subject matters bargainable immediately and to provide other measures that would pave the way for service-wide bargaining, or bargaining covering a substantial segment of the community at the time the next review of the legislation is undertaken."

Speaking on other recommendations, Finkelman stated that initial appointments or promotions should not be made subject to collective bargaining, even though it has been traditionally been bargainable in the private sector. Public servants are hired and promoted on the "merit principle," which gives equal opportunity of access to employment and promotion to all citizens and for this reason should not be made bargainable.

The report recommended that the Public Service Commission be vested with authority to establish by regulation the order in which employees are to be laid off and recalled, giving preference, after other considerations, to seniority. To accord each bargaining agent the right to bargain on layoff and recall on a unit-by-unit basis would lead to the possible ghettoization of employees in specific occupational groups, subgroups, or bargaining units within an occupational group. If the recommendation is accepted and the parties do not make the suggested solution work, said Finkelman, layoff and recall can become a matter for joint decision-making.

Regarding classification, which affects a wide range of an employee's rights and interests and those of his bargaining agent, the report recommended that it not be made bargainable, but that it be made subject to joint consultation. No alteration in a standard would become effective without "adequate" (as defined in the report) consultation, declared Finkelman.

### Management's Problems

**George Lucas**, Chief of the Treasury Board Advisory Services Group, spoke on the future of public service management. The public service in 1967 was not prepared for the institution of collective bargaining and management was "inflicted" with 'management by organization', computers, and various management theories. The future of public service management will be influenced by the ability to adapt the system to the various units in the public service, he said.

Practitioners of public service bargaining have their roots in industrial relations but must adapt to working in staff relations. Some managers must adapt to the rules and guidelines of the Public Service Staff Relations Act. And public servants must adapt to the idea that they are organized and now have a say in their terms of employment.

Public service collective bargaining resembles that in the private sector, but it covers groups of people such as scientists and professionals not covered in private industry. Public service bargaining is also ambivalent, declared Lucas, as some employees are excluded from bargaining because they are classified as management or for other reasons. They work with their peers, yet they are different.

Federal collective bargaining never ends, Lucas noted, because with about 80 bargaining units, the government is always bargaining with some of them.

## Canadian Council of Christians and Jews

# HUMAN RELATIONS FOR LABOUR AND MANAGEMENT

by TED WEINSTEIN

Voluntary arbitration of public service disputes, after negotiations and mediation have failed, may be the strike settlement idea whose time has finally arrived. This proposition was put forward by Prof. Frances Bairstow, Director of McGill University's Industrial Relations Centre, during an address she delivered to a labour-management conference sponsored by the Canadian Council of Christians and Jews, held May 6 and 7 in Toronto.

"The popular solution to labour conflict, put forward by the lay public, is compulsory arbitration. It has the attraction of finality, and sounds fair and reasonable. Where it has been tried in Canada, in Australia and in the United States, it hasn't worked, but it doesn't stop the newspaper editorialists from calling for it all the same," declared Bairstow.

Voluntary arbitration comes in many varieties, she explained, and it has the advantage of flexibility and adaptability. "Furthermore, voluntary arbitration is bound to be an improvement over the chaos we have witnessed of late, and which looms ahead in our industrial relations scene. It would also help to stave off the substitution of an authoritarian mechanism.

"Of course," she added, "there are serious problems to be solved, if and when voluntary arbitration becomes widespread—not the least of which is the lack of a corps of competent, skilled arbitrators."

This is a new era in Canadian industrial relations, one that calls for new strategies based on a concern for the public's interest. The new environment, in which public service employees or parapublic workers (many of them professionals) are growing increasingly militant, requires a different approach to collective bargaining

and conflict resolution. This increased militancy, emphasized Bairstow, in turn stimulates a counteraction by the public, which feels growing disaffection with work stoppages in the public sector, or in the service component of the private sector. In practical terms, this disaffection means disaffection with the right to strike.

Legislative efforts to curb strike rights are gaining public acceptance, she noted. But politicians, grappling for an all-time, all-purpose definition of "the public interest," avoid omnibus legislation because of the need for flexibility in determining at what point government must protect the public interest.

Reviewing Canadian labour laws, Bairstow said that the British North America Act has divided labour sovereignty between the federal Government and the provinces.



Nation-wide strikes, except for such operations as the railways, airlines or postal workers, are therefore almost impossible. Yet, despite the fact that effects of strikes are limited, the settlement processes are complicated because of 10 different provincial labour laws. The recent elevator constructors strike, which affected all provinces and required each province to deal with it individually, illustrates the problem, she noted.

In the use of nation-wide bargaining in federal government services, the majority of disputes are settled either by agreement or voluntary arbitration. Saskatchewan and New Brunswick emulate the federal Government; Québec allows strikes, but not arbitration; and Ontario permits arbitration, but bans strikes.

### Canadian Youth

Speaking on youth in the Canadian labour market, Dr. **Harish Jain**, Chairman of McMaster University's Personnel and Industrial Relations Department, said that the trend to younger, more educated workers will present special problems for employers and managers. The latter will have to adjust from dealing with less educated, less trained workers to those who have made investments in their development, and who want opportunity for further growth and promotion. Unless these opportunities are presented, predicted Jain, the workers will become disgruntled, and that could lead to high staff turnover, wildcat strikes, contract rejections, absenteeism, and other expressions of discontent.

Approximately 50 per cent of Canada's population is under 25, said Jain. The 1970-80 projected growth in the Canadian labour supply is 2.8 per cent, compared with a projected growth of 1.4 per cent for the U.S., 0.5 per cent for Sweden, and 0.4 per cent for Japan. And young people entering the workforce will be better educated, with 55 per cent having more than Grade 8 education, and 20 per cent having some university or post-secondary education.

Higher education also encourages young people to aspire to a better quality of life. "They are less willing to accept the monotony, bureaucratic regimentation, and submission to authority that is imposed by the discipline of the industrial system. They are more vulnerable to frustration and inclined to 'cop out.'" This is made possible by our welfare system and affluent society, but it does not mean that young people are opposed to working; it simply means that they do not want meaningless dead-end jobs," said Jain.

The problem will be compounded by 1980 when 50 per cent of those entering the labour market will have post-secondary degrees. At that time, there may not be enough jobs to match their qualifications. Attracting young male and female workers to managerial positions will supply the necessary challenges, offset the shortage of personnel, and provide employment for women, who will soon form more than 50 per cent of the workforce.

### Co-operation Vital

The (then) Ontario Labour Minister, **Fern Guindon**, told delegates that labour and management cannot always look to government to solve their problems, unless they are willing to put forward viable and joint solutions, and to communicate openly with each other.

The vast majority of the more than 3,000 collective agreements signed in Ontario annually are signed without any work stoppage, Guindon observed, but disputes that do occur sometimes receive such prominence that many people say the strike system is outdated and must be replaced. "That may be so," he said, "but it is the parties themselves who must decide this. Government can supply the vehicle, it can assist in providing the expertise, it can offer advice. But the initiative for change must come from the parties involved."

Legislation can solve problems in many areas of society, he continued, but not in labour relations. "We need suggestions and innovations from those directly involved. If those suggestions involve legislation, that's fine, but the Government has no intention of altering the present bargaining system on its own."

# 50 YEARS AGO

A co-partnership plan, under which employees were made joint stockholders in their employing firms in Canada, Britain and the United States; the problem of juvenile employment in London, England; a report by the American Bar Association urging the "need of devising means to end industrial warfare;" and unemployment insurance legislation in Germany were among the topics discussed in the August 1924 issue of **The Labour Gazette**.

The co-partnership plan, under which employees were made joint stockholders in their employing firms, was being adopted by an increasing number of large concerns in Canada, Britain and the United States. The most important example of this plan was one in operation at the Lever works at Port Sunlight in England. The latest Canadian co-partnership was reported in July 1924 when the president of T.S. Simms and Company, Limited, Saint John, N.B., manufacturers of brushes and

brooms, announced that the company would be conducted as a profit-sharing concern and would guarantee former stockholders "a fair dividend on their investments." One third of the balance of the profits went to labour and two thirds to the executive staff; this surplus was converted into stock entitling the employees to vote with the other shareholders. Another form of employees' representation was "plant assemblies" that were instituted at some branches of the Swift Packing Company in Canada and the United States. Each "plant assembly" consisted of an equal number of representatives of employees and management. The representatives studied employment conditions, including health and safety, recreation, compensation, employees' benefits, personal grievances, individual wage changes, general working hours, personal disputes with foremen, or between employees, absenteeism, equipment, and suggestions for the improvement of service. Of 865 grievances that were considered by joint plant assemblies in the

various branches of Swifts, two thirds were decided in favour of the employee, about one third in favour of management, and a few were compromised, withdrawn or unsettled.

The British public was asked to contribute suggestions toward the solution of the problem of juvenile employment in London. An Advisory Council for Juvenile Employment within the administrative area of the county of London was appointed to advise the Minister of Labour on broad questions relating to the employment of young people. The Council invited public competition for essays on "The London Problem of Juvenile Employment." The object of the competition was to invite considered opinions on this problem, or on any of its aspects. Before the Advisory Council was established the function of dealing with the employment and welfare of children had been divided between the Ministry of Labour and the London County Council. When the County Council decided not to undertake the optional powers that were given to them under the Unemployment Insurance Act of 1923, the duty devolved upon the Ministry, assisted by the Advisory Council. The latter included educationalists, both teachers and others, and representatives of employers and workpeople, with specialists in the several problems involved. Its work consisted not only in advising the minister, but in co-ordinating the work of the juvenile advisory committees which were later to be attached to each Employment Exchange in the County of London.

The American Bar Association, at a convention held in Philadelphia in July 1924 adopted a report of its committee on commerce, trade and commercial law that urged "the need of devising means to end industrial warfare." The report referred to the Kansas Court of Industrial Relations as providing "the most effective machinery to this end. . . The members of the bar are beginning to see that an impartial tribunal free from political influence, with power to enforce its decrees, and so organized that every employer and every employee having a grievance can be sure of a speedy hearing and a just decision, is the only effective means of settling disputes. . . The Kansas Industrial Court is opposed by the leaders of labour unions, as the court, if necessary, limits their absolute power. It is opposed by some employers because it curtails their autocratic authority. The most careful study yet made of the creation and action of the Kansas Court of Industrial Relations has been recently published by the National Industrial Conference. Three conditions are stated as necessary for the full success of the court: (1) acceptance by employers and labour unions in essential industries of the principle that the public welfare is supreme; (2) development of principles of law and rules of practice which will enable the court to deal with group organization in industry, since the court must deal with conflicts of groups as well as disagreements of individuals; (3) complete removal of the court from the influence of partisan politics."



Considerable change was made in German unemployment insurance legislation as a result of the crisis in unemployment, according to the International Labour Office. An order of February 16, 1924, contained important new provisions. The contributions of employers and workers to unemployment insurance were fixed for each group at 1½ per cent of the wages. Contributions to unemployment insurance were compulsory for all workers insured against sickness. Certain trades in

which unemployment is rare may be exempted from this obligation. Exemption was given to all agricultural workers who, in addition to working as wage earners, cultivated an allotment. The order further provided that, to qualify for benefit, an unemployed person must have been employed for at least three months during the twelve months preceding his unemployment, in a trade to which sickness insurance applies. The order abolished benefits for persons partially unemployed, as well as benefits for unemployed young persons under 16 years of age.



# BOOK REVIEWS

## PERSPECTIVE ON THE ZUBATOVSHCHINA MOVEMENT

**Russian Police Trade Unionism: Experiment or Provocation?** by Dimitry Pospelovsky, London School of Economics and Political Science, Weidenfield and Nicholson, 5 Winsley Street, London W1; 189 pp.

by BORIS MYHAL

This is a well-documented book on an episode in the economic history of czarist Russia. Like most schemes undertaken during the two decades preceding the Russian revolution in 1917, the episode is still hotly controversial, and many of its details are, deliberately or not, shrouded in uncertainty. The author sets out to answer two questions: (1) Was the movement an honest experiment by an honest man, or was it a ploy by a shrewd police administrator? and (2) Had the movement been successful, would its consequences have changed the course of events during those fateful decades?

The author, acting as an impartial historian, intended to present the episode from a 70-year perspective. The presentation is persuasive; views from both sides are carefully presented, extensively quoted, and critically evaluated. Both contemporary and recent studies are reviewed.

### The Background

When Sergey Vasil'evich Zubatov (1866-1917) became the chief of the Political Department of the Moscow police, he knew that just below the seemingly solid façade of official Russia lay a strong political and social dissatisfaction. He believed that what was potentially most dangerous was the restlessness of the emerging working class, hardly recognized as a new social phenomenon and with no official status as a class or estate.

During the last decades of the 19th century, the political, social and economic position of workers in the Russian state varied between regions. The Empire was a geopolitical patchwork of conquests and annexations in which industrialization and customary labour

relations varied according to the historical, demographic and ethno-religious characteristics of the population on the one side, and the industrial legislation on the other.

The law and its administration openly favoured the employers; strikes were illegal and punishable. Loopholes were provided for employers to avoid fulfilment of the law, but there was no such leeway in sections dealing with workers' obligations. Labour standards were simply appeals to the good will of employers.

The standards, quotes Pospelovsky, were to be "interpreted not as a command, but simply as a well-wishing desire" for the paternalistically inclined owners. The legal and bureaucratic entanglement was due to the fact that the Ministry of Finance "was officially in charge of both the workers and the industrial enterprises." The Ministry "was too strongly tied up with the capitalists to be able to effectively and systematically protect the workers' interests."

Zubatov, whose occupational duty was to fight the political unrest so as to ensure the security of the czarist system, saw that the vast majority of workers, including the genuine worker-leaders, were deeply loyal to the Crown and Church. He also understood why helpless, exploited workers were easy prey for the revolutionary parties composed of students and younger intelligentsia. The ultimate goal of these parties was to overthrow the czarist regime and to establish a socialist system. To achieve this aim, they attempted to direct the workers' dissatisfaction into political action against the state.

## The Plan

To ensure the security of the czarist system, Zubatov planned to divert the workers' demands toward economic and educational goals. In this way he could achieve two aims. First, the revolutionary parties, devoid of the support of the working masses (on whose behalf they claimed to be fighting), soon would be suppressed by the police, and frustrated into non-existence. Second, the working class, because they were now working for goals that could be achieved, would no doubt be successful, and thus remain loyal to the Crown. Idealistically, Zubatov envisioned a supraclass autocracy in which all social strata would have equal rights and opportunities.

By choice at first, and later by necessity, Zubatov worked outside the legal framework, which was partial to the feudo-capitalistic classes in the country. He was merely tolerated by the administrators in the Ministry of the Interior and his powerful enemies in the Ministry of Finance.

For some time, Zubatov and the "Zubatovshchina" movement were successful. Their organizations grew in number and influence; ideological enemies from "the left" and "the right" switched to their side; leaders of the "independent workers' groups" were able to conduct strikes and win them without violence. The Zubatovshchina movement spread from Moscow, where it had been a great success, to Minsk and its surrounding towns, to Odessa and to Petersburg. The movement was temporarily victorious in the small-enterprise Jewish milieu of

Minsk, and it grew fast in the waterfronts and factories of Odessa, the most international city in czarist Russia.

## The Result

But moderate courses have never been successful in Russia. Soon, in Moscow, under the pressure of revolutionaries and liberal intelligentsia, Zubatov supporters at the university backed out of the movement, frightened by accusations that Zubatov was an "agent provocateur" on a grandiose scale. In Minsk, the Bund (the "General Jewish Workers' Union in Russia, Poland and Lithuania") increased beyond legal boundaries its "watchfulness" and "defence" against Zubatov's supporters.

It was at Odessa, however, that Zubatovshchina suffered its crucial defeat. A strike supported by Zubatov's "Independent labour group" ballooned rapidly into the first general strike in the history of Russia, extending ultimately as far as Kiev and Kharkov. Although Zubatovshchina lingered for a while, Zubatov himself was held responsible for the strike and was subsequently banished. In Petersburg, Zubatov's original group degenerated into the "Gaponovshchina," which led to the "Bloody Sunday" of January 9, 1905.

The author succeeds in presenting Zubatov as an idealist who believed that both autocracy and social justice could exist side by side in Russia. To achieve this goal, Zubatov ruthlessly fought underground revolutionary parties, converted most idealistically minded revolutionaries to his views, and preached economic justice. His methods disappointed liberally minded intelligentsia and displeased his superiors. In Pospie-

lovsky's book, however, Zubatov emerges as a tough but honest administrator who takes personal interest in the fortunes of adherents of his movement, even after the fight is lost.

Pospelovsky argues that had the Government of Russia let Zubatovshchina develop beyond its infant stage into a full-fledged economic-type labour movement, Russia would have been spared many tragedies of the later decades. Deflecting the discontent of industrial workers away from the Government to their employers would have put the latter on a stronger basis. Had the Government conceded to some of the demands of the "independents," it would have expanded its support beyond the narrow circle of officers, landlords and capitalists.

Whether or not such a development would have materialized is now only of academic interest. Without the danger of admitting to historical determinism, one may disagree with Pospelovsky. There were deeper cracks in the structure of czarist Russia during the early 1900s than Zubatovshchina could have repaired in a few years: restless masses of marginal farmers and landless peasants; persecuted racial, cultural and religious minorities; silenced nationalities "from the Moldavian to the Finn;" and an uneducated, apathetic populace lacking personal freedom—to name just a few. "Soil and Freedom" banners were carried in the foreground by the demonstrators during the revolution in 1905; demands for an 8-hour working day were less conspicuous.

Although the author succeeds in presenting events in a quite interesting way, this is not an easily read book. A western reader would soon be lost in a maze of designations—not used consistently—referring to geographical and administrative parts of the Empire. Even a reader familiar with the history of Russia may wonder why a chief of police of the Minsk Guberniya or of the city of Kiev would take his prisoners to Zubatov in Moscow rather than to someone in Petersburg. A reference to “the extremely emotional temperament, which is usually to be found among mixed races living around the Black Sea and particularly in Odessa,” seems somewhat far-fetched as an explanation of the rapid growth of Zubatovshchina in

that area. Pospelovsky might also have considered the activities of the Revolutionary Ukrainian Party, and its possible role in the 1903 general strike.

A Canadian reader might regret that Pospelovsky did not list, in his extensive bibliography, **An Economic History of Russia**, by James Mavor, Professor of Political Economy at the University of Toronto. The chapter on Zubatovshchina was written soon after the events took place, and therefore has value as an original source.

Pospelovsky takes the liberty to insert an occasional digression referring to present Soviet conditions. This reader's rejoinder: Yes, there was more freedom in Russia in Zubatov's time than in the Soviet reality today!

(Ukrainian-born Boris Myhal is with the Operational Research Division of the Department's Economics and Research Branch.)



# PRICES AND EMPLOYMENT

## CONSUMER, MAY

**The consumer price index** (1961=100) rose 1.7 per cent to 164.6 in May from 161.9 in April, and was 10.9 per cent above its level of a year ago. About one half of the increase was due to an advance of 3 per cent in food prices. Higher retail prices for petroleum products were responsible for a further one-quarter of the rise. Every major component contributed to a 1.2 per cent increase in all items other than food. The index for housing rose 1.2 per cent and transportation 1.7 per cent. The recreation, education and reading component advanced 1.1 per cent and that for clothing 0.7 per cent. An increase of 0.9 per cent was recorded for the tobacco and alcohol and the health and personal care elements.

**The food index** advanced 3.0 per cent to 186.1 in May from 180.8 in April. The price of food for home consumption rose 3.3 per cent, and for restaurant food 1.5 per cent. Higher prices for fresh produce were responsible for two-fifths of the increase in the total food index. The price of bananas rose 40 per cent, tomatoes 30 per cent, potatoes 18 per cent and lettuce 15 per cent. Since May 1973, the price level for fresh vegetables advanced 16.4 per cent. The beef index, which declined in the preceding two months, advanced in May to a level 17 per cent above a year earlier. Pork prices continued to decline (1.9 per cent) to a level almost 20 per cent below their September 1973 peak. The poultry and egg indexes also registered declines in the latest month—poultry 1.6 per cent and eggs 1.4 per cent. Among dairy products, the fresh milk index advanced 4.1 per cent and powdered skim milk, 19.6 per cent. Evaporated milk, ice cream, butter and cheese also increased in price. Although price

levels of flour and bread were unchanged, other bakery products such as cookies, cake mixes and crackers, registered increases. Fats and oils advanced 6.8 per cent in the latest month—over the 12-month period to May 1974, margarine prices rose 70 per cent and cooking oil about 50 per cent. The price of sugar, after declining 4.4 per cent in April, advanced 6.8 per cent to a new peak nearly 125 per cent above its level of a year earlier. Various sugar-related products such as soft drinks, jelly powders and jam, also recorded price increases, as did most frozen and convenience food items.

**The housing index** advanced 1.2 per cent to 163.4 in May from 161.4 in April, and was 8.0 per cent above its level of a year ago. About one half the increase was because of a 15 per cent increase in the average cost of fuel oil. Furniture prices advanced and the general household supplies index also increased, despite lower consumer prices for some cleaning items following removal of the Ontario sales tax. In the shelter component of the index, home ownership rose 1.1 per cent because of increases in the indexes for new houses, mortgage interest and repairs; rents advanced 0.2 per cent.

**The clothing index** rose 0.7 per cent to 150.5 in May from 149.5 in April, and was 9.5 per cent higher than a year earlier. Increases were recorded in all major components except footwear, which declined slightly in response to the removal of the Ontario sales tax on footwear retailing for \$30 or less. Men's clothing prices rose, on average, 1.2 per cent and women's clothing 0.9 per cent. Children's wear advanced 0.5 per cent and continuing increases for cotton and synthetic fabrics were responsible for a rise of 0.7 per cent in the piece goods index.

**The transportation index** advanced 1.7 per cent to 148.4 in May from 145.9 in April. It was 10.0 per cent above the May 1973 level. More than four fifths of this increase was because of higher gasoline prices, which registered an average rise of 6.6 per cent; the motor oil index advanced 1.7 per cent. The average price of new cars increased 0.2 per cent, mainly because of increased quotations for some domestic models. Among public transportation items, taxi fares increased in Toronto and local bus fares rose in Quebec City. Inter-city travel prices rose 0.9 per cent, chiefly because of seasonally higher trans-Atlantic fares.

**The health and personal care index** rose 0.9 per cent to 168.3 in May from 166.8 in April, and was 7.7 per cent higher than a year earlier. In health care, pharmaceuticals advanced 1 per cent as increases were recorded for both prescribed and non-prescribed drugs. Within personal care, higher prices for men's haircuts and women's hairdressing outweighed average price declines for a number of personal care supplies that reflected, partially, the removal of the 7 per cent Ontario sales tax.

**The recreation, education and reading index** rose 1.1 per cent to 154.6 in May from 152.9 in April, and was 7.5 per cent above its level of a year ago. Higher prices for recreation equipment, including boats and motors, photographic supplies and toys, accounted for about two thirds of the increase. Movie admission prices rose in several major cities. In the reading component, newspaper subscription rates increased in Ottawa.

**The tobacco and alcohol index** rose 0.9 per cent to 142.8 in May from 141.5 in April, and was 4.8 per cent higher than a year earlier.

Higher prices for home-consumed beer were recorded in Quebec and Nova Scotia; increases were registered also in several major cities for beer and liquor in licensed premises.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. In May, the total goods index advanced 2.3 per cent, the main impetus coming from non-durable goods that rose 3.0 per cent primarily because of higher prices for food, gasoline and fuel oil. The index for semi-durable goods rose 1.0 per cent, mainly because of higher quotations for furniture and automobiles. An increase of 0.7 per cent was recorded for the services index following increases in the shelter, health, personal care and clothing elements. Between May 1973 and May 1974, the total goods index advanced 13.0 per cent and that for services 7.2 per cent.

#### WHOLESALE, APRIL

**The general wholesale price index** (1935-39=100) rose 1.7 per cent in April to 452.2 from 444.5 in March, and was 27.0 per cent above the April 1973 level of 356.0. All eight major group indexes were higher.

**The non-metallic minerals index** advanced 4.5 in April, mainly because of an increase of 10.2 per cent in prices for petroleum and its products. Higher prices for pulp, building board, cedar and newsprint were responsible for an advance of 3.2 per cent in the wood products group index. The iron products index increased 2.2 per cent as prices rose for scrap

iron and steel, tinplate and galvanized sheets and rolling mill products. The textile products index moved up 2.0 per cent with price increases for cotton fabrics and cotton knit goods, woollen hosiery and knit goods and miscellaneous fibre products.

During the period April 1973 to April 1974, advances were registered by the following major group indexes: Vegetable products, 54.9 per cent; non-ferrous metals, 38.1 per cent; textile products, 36.3 per cent; non-metallic minerals, 26.3 per cent; iron products, 24.3 per cent; chemical products, 19.1 per cent; animal products, 11.5 per cent; and wood products, 11.0 per cent.

#### CITY CONSUMER, MAY

Consumer price indexes rose in all regional cities and city-combinations during May; increases ranged from 1.0 per cent in Ottawa to 2.3 per cent in Winnipeg.

**Food indexes** advanced in all cities, as prices were higher for most items of home-consumed food and food eaten away from home. Lower quotations were recorded in most centres for pork products, poultry and eggs. Housing components rose in all cities, reflecting generally increased shelter costs and, in several cities, higher prices for fuel oil, furniture, floor coverings and household supplies. Clothing indexes advanced in all centres surveyed because of higher prices for most items of apparel, including footwear (except in Ontario, where the removal of the provincial sales tax on footwear retailing for \$30 or less resulted in a decline in the footwear index).

**Transportation components** rose in eleven cities, with the largest advance recorded in those cities where there were marked increases in gasoline prices. New cars also increased in price, and trans-Atlantic air fares rose seasonally. Health and personal care components increased in eleven cities as a result of higher prices for pharmaceuticals and toiletries, and higher charges for men's haircuts and women's hairdressing. Recreation, education and reading indexes advanced in all centres. Prices rose for recreation equipment, including boats and motors, photographic equipment, toys and games. In several cities movie admission charges were higher, and in Ottawa, newspaper subscription rates increased. Tobacco and alcohol components rose in eleven cities, reflecting higher prices for alcoholic beverages consumed in licensed premises and, in some Maritime cities, increased prices for tobacco products.

## EMPLOYMENT, MAY

During the week ended May 18, there were 9,676,000 persons in the labour force, of whom 9,152,000 were employed and 524,000 were unemployed, Statistics Canada estimated.

Seasonally adjusted employment decreased slightly by 12,000 to 9,074,000 in May. Among married men 25-54, employment declined by 10,000 to 3,226,000; for married women 25-54 there was an increase of 1,000 to 1,346,000. For persons 14-24, employment decreased by 10,000 to a level of 2,396,000. Regionally, seasonally adjusted employment decreased for the fourth successive month in the Atlantic region by 7,000, and for the third month in the Prairies by 21,000. For the first time in five months, employment declined in Quebec (19,000) but continued to advance in Ontario (12,000). British Columbia also recorded an increase (9,000).

Seasonally adjusted unemployment increased by 23,000 to 531,000 in May. The level for married men 25-54 was unchanged at 109,000; for married women, it increased slightly (by 2,000) to 44,000. For persons 14-24, the level of unemployment increased by 9,000 to 258,000. By duration, short-term seasonally adjusted unemployment (less than four months) increased by 11,000 to 338,000. Long-term unemployment, four months or more, increased by 13,000 to 189,000.

The seasonally adjusted unemployment rate for Canada increased by 0.2 to 5.5 in May. It increased in all regions except British Columbia. The increases were 1.5 in the Atlantic region, 0.4 in Quebec and the Prairies, and 0.3 in Ontario. The decline in British Columbia was 0.3. For persons 14-24 the rate increased by 0.3 to 9.7 and for persons 25-54 it increased by 0.2 to 3.9.

The seasonally adjusted participation rate declined by 0.1 to 58.3 in May. For women 25 and over the rate increased by 0.1; for men 25 and over it decreased by 0.2; for persons 14-24 it decreased by 0.3. Regionally, increases occurred in Ontario, 0.4, and in British Columbia, 0.3. Decreases occurred in the Atlantic region, 0.2, Quebec, 0.5, and in the Prairies, 0.8.

Seasonally adjusted full-time employment increased by 17,000 for women, but decreased by 14,000 for men. Part-time employment declined for both sexes—24,000 for men and 12,000 for women.

The unadjusted unemployment rate for students aged 14-24 was 8.3 in May 1974 compared with 7.7 in May 1973, 10.7 in 1972 and 11.0 in 1971.



# CONCILIATION

**During May the Minister of Labour appointed conciliation officers to deal with the following disputes:**

Dominion Catering Limited, Yellowknife, N.W.T., and United Steelworkers of America, Local 803 (Conciliation Officer: G. W. Rogers).

Soo-Security Motorways Ltd., Winnipeg, Man., Teamsters, Locals 979, 990, 395 and 362 (Conciliation Officer: A. E. Koppel).

Kingsway Dalewood Limited, Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A. E. Koppel).

Canadian Lake Carriers Association, Montréal, Qué., (representing certain member shipping companies) and Canadian Merchant Service Guild (Conciliation Officer: G. R. Doucet).

Canadian Freightways Limited, Calgary, Alta., Loisselle Transport Limited, Vancouver, B.C., and Millar and Brown Limited, Cranbrook, B.C., and Teamsters, Locals 31, 213, 362, 979 and 395 (Conciliation Officer: D. H. Cameron).

Island Airlines Limited, Campbell River, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of ground personnel) (Conciliation Officer: A. A. Franklin).

Radio Joliette Ltée (CJLM), Joliette, Qué., and le Syndicat général des Communications (CSN) Section CJLM (Conciliation Officer: M. Archambault).

Radio Richelieu Ltée (CJSO), Sorel, Qué., and le Syndicat général des Communications (CSN), Section CJSO (Conciliation Officer: M. Archambault).

Conrad Brothers Limited, Dartmouth, N.S., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: R. L. Kervin).

Air Canada and Canadian Air Line Pilots Association (Conciliation Officer: R. N. Gray).

Alltrans Express Ltd., Burnaby, B.C., and Teamsters, Locals 362, 213, 979 and 31 (Conciliation Officer: D. H. Cameron).

Chapman Transport Ltd., North Vancouver, B.C., and Teamsters, Locals 31 and 213 (Conciliation Officer: D. H. Cameron).

Midland Superior Express Ltd., Vancouver, B.C., and General Truck Drivers and Helpers, Local 31 (Conciliation Officer: D. H. Cameron).

Nordair Limited, Montréal International Airport, and International Association of Machinists and Aerospace Workers, Lodge No. 2309 (representing employees of the Maintenance, Traffic, Operations and Stores Division) (Conciliation Officer: R. N. Gray).

Transair Limited, Winnipeg International Airport, and Canadian Air Line Pilots Association (Conciliation Officer: A. E. Koppel).

**Settlements by conciliation officers.** Central Mortgage and Housing Corporation (Benny Farm Project), Montréal, Qué., and International Union of District 50, Allied and Technical Workers of the United States and Canada, Local 13946 (Conciliation Officer: M. Archambault) (LG, July, p. 531).

Pacific Western Airlines Ltd., Vancouver, B.C., and Canadian Air Line Flight Attendants Association (Conciliation Officer: D. H. Cameron) (LG, July, p. 531).

Bekins Moving and Storage Company Limited, Vancouver, B.C., and General Truck Drivers and Helpers, Local 31 (representing a unit of office employees) (Conciliation Officer: A. A. Franklin (LG, July, p. 531).

Canadian Pacific Limited (M.V. "Princess of Acadia"—Bay of Fundy Service), Saint John, N.B., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: C. A. Ogden) (LG, July, p. 531).

Canadian Auto Carriers Ltd., St. Boniface, Man., and Thunder Bay, Ont., and General Drivers, Warehousemen and Helpers, Local 979, Chauffeurs, Teamsters, Warehousemen & Helpers, Local 990 (Conciliation Officer: A. E. Koppel) (LG, July, p. 531).

Les Services Menagers Roy Ltée, Montréal, Qué., and le Syndicat général du Cinéma et de la télévision (CSN) (Conciliation Officer: S. T. Payne) (LG, June, p. 443).

Robin Hood Multifoods Ltd., Montréal, Qué., and le Syndicat National des employés de Robin Hood Multifoods Ltd. (Conciliation Officer: J. J. de Gaspé Loranger) (LG, June, p. 443).

St. Charles Transportation Company Limited, Québec City, Qué., and Canadian Merchant Service Guild (Eastern Branch) (Conciliation Officer: M. Archambault) (LG, June, p. 443).

Maple Leaf Mills Ltée, Montréal, Qué., and le Syndicat National des employés de la Meunerie Maple Leaf Mills Ltée (Conciliation Officer: J. J. de Gaspé Loranger) (LG, June, p. 443).

Upper Lakes Shipping Ltd., Toronto and Canadian Maritime Union, Local 401, Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: T. B. McRae) (LG, June, p. 443).

Canadian Freightways Limited, Calgary, Alta., and TIME-DC Inc., Burnaby, B.C., and Office and Technical Employees Union, Local 15 (Conciliation Officer: G. W. Rogers) (LG, May, p. 382).

MacCosham Van Lines Limited, Calgary, Alta., and General Teamsters Local 362 (Conciliation Officer: A. A. Franklin) (LG, May 383).

Farines Phenix Limitée, Montréal, Qué., and le Syndicat National des employés des Farines Phenix (CSN). (Conciliation Officer: J. J. de Gaspé Loranger) (LG, May, p. 383).

**Settlement of disputes in which there was no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).**

Robin Hood Multifoods Limited, Port Colborne, Ont., and Canadian Food and Allied Workers, Local P416 (representing a unit of plant employees) settled with the mediation assistance of H. A. Fisher) (LG, July, p. 532).

Robin Hood Multifoods Limited, Port Colborne, Ont., and Canadian Food and Allied Workers, Local P416 (representing a unit of office employees) (settled with the mediation assistance of H. A. Fisher) (LG, July, p. 532).

Canadian Broadcasting Corporation and Service Employees International Union, Locals 204 and 183 (representing a unit of janitors and janitresses in Toronto and Ottawa) (Conciliation Officer: K. Hulse) (LG, May, p. 383).

**Conciliation commissioner appointments.** Wardair Canada Limited, Edmonton, Alta., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Hugh G. Ladner) (LG, July, p. 531).

Eastern Canada Towing Limited, Halifax, N.S. (formerly MIL Tug and Salvage Ltd.) and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Commissioner: Lorne O. Clarke, Q.C.) (LG, June, p. 443).

Nordair Limited, Montréal International Airport, Dorval, Qué., and Canadian Air Line Pilots Association (Conciliation Commissioner: Perry Meyer) (LG, June, p. 443).

**Conciliation commissioner reports received.** Northland Navigation Company Limited, Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, July, p. 532).

Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, July, p. 532).

**Settlements reached at conciliation commissioner stage.** Northern Telephone Limited, New Liskeard, Ont., and Communications Workers of Canada (representing a unit of office, plant, installation and maintenance employees) (settled by parties in direct negotiations prior to the commencement of Conciliation Commissioner hearings) (LG, July, p. 532).

Western Cartage & Storage (1962) Limited, Edmonton, Alta., and General Teamsters, Local 362 (settled by parties in direct negotiations prior to the commencement of Conciliation Commissioner hearings) (LG, June, p. 444).

**Strike action following conciliation commissioner procedure.** British Yukon Navigation Company Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Louis Lindholm) (strike terminated on May 27, 1974 with the mediation assistance of D. H. Cameron, D. S. Tysoe and G. W. Rogers).

**Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations).** British Columbia Telephone Company (Clerical Division), Vancouver, B.C., and Federation of Telephone Workers of British Columbia (Mediator: D. S. Tysoe).

Toronto, Hamilton and Buffalo Railway and United Transportation Union (T) (Mediator: M. K. Carson).



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**1. U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Labor.** Federal mine safety and health amendments of 1973, S2117; bill text, summary, section-by-section analysis, and background material. July, 1973. Washington, G.P.O., 1973. 94p.

## ARBITRATION, INDUSTRIAL

**2. Barré, Alain.** Tableaux analytiques de décisions d'arbitres des griefs du Québec, 1961-1973 [par] Alain Barré, Gilles Grenier [et] Danielle Roy. [Québec, Université Laval, Département des relations industrielles] 1973. 92p.

**3. Randolph, Lillian.** Third-party settlement of disputes in theory and practice. Dobbs Ferry, N.Y., Oceana Publications, 1973. 335p.

## CIVIL RIGHTS

**4. U.S. Secretary's Advisory Committee on Automated Personal Data Systems.** Records, computers and the rights of citizens; report. Washington, G.P.O., 1973. 346p.

## COLLECTIVE AGREEMENTS

**5. Bernier, Jean.** La protection du revenu dans les conventions collectives au Québec [par] Jean Bernier, avec la collaboration de

Réal Allard et Pierre Dionne. Québec, Direction générale de la recherche, Ministère du travail et de la main-d'oeuvre, 1973 [i.e. 1974] 324p.

**6. Québec (Province). Ministère du travail et de la main-d'oeuvre. Service de la recherche.** Analyse des conventions collectives; imprimerie-reliure et imprimerie édition. [Québec] 1973. 105p.

## COLLECTIVE BARGAINING

**7. Chaison, Gary N.** Collective bargaining and loggers in New Brunswick, by Gary N. Chaison and Grant McArthur. Fredericton, University of New Brunswick, 1974. 81p.

**8. Great Britain. Commission on Industrial Relations.** Communications and collective bargaining. London, H.M.S.O., 1973. 30p.

## COMMERCE

**9. Knight, Richard Victor.** Employment expansion and metropolitan trade. Foreword by Eli Ginzberg. New York, Praeger [1973] 110p.

## CORPORATIONS

**10. Conference Board.** Corporate organization for environmental policymaking, by Leonard Lund. New York, 1974. 50p.

## CORPORATIONS, INTERNATIONAL

**11. Symposium on Multinational Corporations and Labour Unions, Nijmegen, Netherlands, 1973.** Multinational corporations & labour unions; selected papers from a symposium in Nijmegen, 17th-19th May 1973. Nijmegen, Netherlands, Peace Research Center, 1973. 326p.

## DAY NURSERIES

**12. Sjolund, Arne.** Day-care institutions and children's development. Translated from the Danish by W. Glyn Jones. [Westmead Eng.] Saxon House; [Lexington, Mass.] Lexington Books [1973] 308p.

## DISCRIMINATION IN EMPLOYMENT

**13. Tsuchigane, Robert.** Economic discrimination against women in the United States; measures and changes by Robert Tsuchigane [and] Norton Dodge. Lexington, Mass., Lexington Books [1974] 152p.

## ECONOMIC FORECASTING

**14. Leicester, Colin.** Britain 2001 AD: an analysis of economic activity, work and leisure time at the turn of the century. London, H.M.S.O., 1972. 46p.

## ECONOMIC POLICY

**15. Breton, Albert.** A conceptual basis for an industrial strategy. [Ottawa] Economic Council of Canada, 1974. 24p.

**16. Rotstein, Abraham.** Getting it back; a program for Canadian independence, edited by Abraham Rotstein and Gary Lax for the Committee for an Independent Canada. Toronto, Clarke, Irwin & Co., 1974. 324p.

## ECONOMICS

**17. Galbraith, John Kenneth.** Economics and the public purpose. Boston, Houghton Mifflin, 1973. 334p.

## EMPLOYEES' REPRESENTATION IN MANAGEMENT

**18. Balfour, Campbell, comp.** Participation in industry. Totowa, N.J., Rowman and Littlefield [1973] 217p.

**19. Levinson, Charles.** Industry's democratic revolution. London, Allen & Unwin [1974] 350p.

## ENERGY

**20. Laxer, James Robert.** Canada's energy crisis. Toronto, James Lewis & Samuel, 1974. 136p.

## HOURS OF LABOUR

**21. Canada. Department of Communications. Staff Relations Division.** Flexible working hours; the experiment and its evaluation, by P. Salvatore. Ottawa [1974] Title in French: Les heures de travail mobiles; l'expérience et son évaluation. 1 v.

**22. Pearson, John Ward.** The 8-day week. [1st ed.] New York, Harper & Row [1973] 161p.

## INCOME

**23. Mogridge, M. J. H.** A systems theory of personal income distribution. [Patrington, Eng.] Published by Emmasglen Ltd. for the International Institute of Social Economics, 1973. 73p.

## INDUSTRIAL DISPUTES

**24. Laflamme, Gilles.** Les débrayages massifs de mai '72 au Québec, par Gilles Laflamme [et] Réal Allard. [Québec] Université Laval, Département des relations industrielles, 1973. 98p.

## INDUSTRIAL PSYCHOLOGY

**25. Sanford, Aubrey C.** Human relations; theory and practice. Columbus, Ohio, Merrill [1973] 464p.

## INDUSTRIAL RELATIONS

**26. Caire, Guy.** Les relations industrielles. Paris, Dalloz, 1973. 114p.

**27. Risher, Howard Wesley.** The impact of technological and operational changes on the railroad industrial relations system and its manpower. Philadelphia, Penn., University of Pennsylvania, Wharton School of Finance and Commerce, Industrial Research Unit, 1972. 2 v.

## INFLATION

**28. Palmer, John Logan.** Inflation, unemployment, and poverty. Lexington, Mass., Lexington Books [1973] 170p.

## INTERNATIONAL CO-OPERATION

**29. McMillan, Carl Henry.** Joint ventures in Eastern Europe: a three-country comparison [by] C. H. McMillan and D. P. St. Charles. [Montreal] C. D. Howe Research Institute [1974] 97p.

## INVESTMENTS, FOREIGN

**30. Fayerweather, John.** Foreign investment in Canada; prospects for national policy. Toronto, Oxford University Press, 1974. 200p.

## JOB ANALYSIS AND SPECIFICATION

**31. Morris, James Walker.** Principles and practice of job evaluation. London, Heinemann [1973] 194p.

## LABOUR LEADERS

**32. Fetherling, Dale.** Mother Jones, the miner's angel; a portrait. Carbondale [Ill.] Southern Illinois University Press; London [Eng.] Feffer & Simons [1974] 263p.

## LABOUR ORGANIZATION

**33. Andrieux, Andrée.** Le militant syndicaliste d'aujourd'hui [par] Andrée Andrieux et Jean Lignon avec la collaboration de François Mille. Préf. de Pierre Naville. [Paris] Denoël [1973] 327p.

**34. Lipton, Charles.** The trade union movement of Canada, 1827-1959. 3rd ed. Toronto, NC Press, 1973. 384p.

**35. Taft, Philip.** Defending freedom: American labor and foreign affairs. With a foreword by Robert D. Murphy. Los Angeles, Nash, 1973. 293p.

## MEDIATION AND CONCILIATION

**36. Clark, R. Theodore.** Coping with mediation, fact finding, and interest arbitration. Chicago, International Personnel Management Association [1974] 52p.

## PRODUCTIVITY BARGAINING

**37. Newland, Chester A.** MBO and productivity bargaining in the public sector, Chicago, International Personnel Management Association [1974] 80p.

## PRODUCTIVITY OF LABOUR

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# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
<hr/>				
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended May 18, 1974		9,676	+ 2.5	+ 3.7
Employed.....	May	9,152	+ 3.1	+ 3.5
Agriculture.....	"	499	+ 7.3	- 2.7
Non-agriculture.....	"	8,653	+ 2.9	+ 3.9
Paid workers.....	"	8,071	+ 2.9	+ 4.0
At work 35 hours or more.....	"	7,276	+ 18.7	+ 3.0
At work less than 35 hours.....	"	1,499	- 35.2	+ 4.5
Employed but not at work.....	"	377	- 12.7	+ 9.9
Unemployed.....	"	524	- 7.7	+ 6.3
Atlantic.....	"	79	- 12.2	+ 16.2
Québec.....	"	203	- 6.01	+ 14.0
Ontario.....	"	139	- 7.3	+ 4.5
Prairie.....	"	45	- 10.0	- 13.5
British Columbia.....	"	58	- 6.5	- 6.5
Without work and seeking work.....	"	503	- 4.2	+ 6.1
On temporary layoff up to 30 days.....	"	20	- 53.5	+ 5.3
INDUSTRIAL EMPLOYMENT (1961=100)†.....	February	137.9	-	+ 6.7
Manufacturing employment (1961=100)†.....	"	130.8	- 0.2	+ 4.8
IMMIGRATION.....	Calendar Year 1973	184,200	-	-
Destined to the labour force.....	"	92,228	-	-
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	April	151	+ 14.4	+ 30.2
No. of workers involved.....	"	59,921	+ 23.2	+149.8
Duration in man days.....	"	619,740	+ 41.9	+162.0
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†.....	February	168.75	+ 1.5	+ 7.9
Average hourly earnings (mfg.)†.....	"	4.10	+ 1.2	+ 10.2
Average weekly hours paid†.....	"	39.4	- 0.3	- 2.0
Consumer price index (1961=100).....	May	164.6	+ 1.7	+ 10.9
Index numbers of weekly wages in 1961 dollars (1961=100)‡..	February	135.1	+ 0.3	- 2.0
Total labour income (millions of dollars)†.....	"	5911.0	+ 0.7	+ 14.1
INDUSTRIAL PRODUCTION†				
Total (average 1961=100).....	April	222.4	- 1.1	+ 3.6
Manufacturing.....	"	219.6	- 1.5	+ 3.5
Durables.....	"	251.9	- 1.9	+ 2.2
Non-durables.....	"	194.1	- 1.1	+ 4.9
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	April	51,608	-	- 0.4
Completions.....	"	61,111	-	+ 13.8
Under construction.....	"	163,805	-	+ 1.8

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	
				Man-Days	Per Cent of Estimated Working Time
1969 .....	566	595	306,799	7,751,880	0.46
1970 .....	503	542	261,706	6,539,560	0.39
1971 .....	547	569	239,631	2,866,590	0.16
1972 .....	556	598	706,474	7,753,530	0.43
*1973 .....	666	712	349,866	5,705,090	0.30
†1973: April .....	66	116	23,986	236,520	0.16
May .....	75	139	43,327	523,920	0.31
June .....	63	139	51,372	679,210	0.41
July .....	65	137	74,456	583,940	0.35
August .....	83	167	106,542	1,246,570	0.68
September .....	57	164	112,137	699,660	0.48
October .....	51	144	45,391	491,390	0.29
November .....	40	112	46,177	362,450	0.22
December .....	19	85	62,315	312,140	0.21
*1974: January .....	46	99	24,550	285,020	0.17
February .....	55	119	43,411	432,870	0.28
March .....	65	132	48,619	436,610	0.27
April .....	79	151	59,921	619,740	0.38

\*Preliminary. †Revised.

## STRIKES AND LOCKOUTS, APRIL, 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry .....	—	—	—	—
Mines .....	4	5	4,939	55,270
Manufacturing .....	55	98	29,762	286,810
Construction .....	2	4	4,623	80,700
Transpn. & utilities .....	6	13	17,094	157,840
Trade .....	8	13	2,329	20,400
Finance .....	—	2	16	310
Service .....	2	10	378	6,110
Public administration .....	2	6	780	12,300
All industries .....	79	151	59,921	619,740

## STRIKES AND LOCKOUTS, APRIL, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland .....	3	3	2,120	20,040
Prince Edward Island .....	—	—	—	—
Nova Scotia .....	4	4	1,350	3,890
New Brunswick .....	1	1	1,000	6,040
Quebec .....	26	50	11,153	124,220
Ontario .....	26	46	18,697	186,050
Manitoba .....	—	6	764	6,060
Saskatchewan .....	3	4	4,329	74,290
Alberta .....	2	6	1,872	22,150
British Columbia .....	7	22	1,951	30,070
Federal .....	7	9	16,685	146,930
All jurisdictions .....	79	151	59,921	619,740



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					April	Accu- mulated	Termination Date	
<b>Mines</b>								
METAL								
	Iron Ore Company of Canada, Labrador City, Nfld.	Steelworkers Loc. 5795 (AFL-CIO/CLC)	2,000	19,800	19,800	Apr. 8 Apr. 21	Contract issues—Settled by mutual agreement.	
	*Dennison Mines Ltd., Elliott Lake, Ont.	Steelworkers Loc. 5762 (AFL-CIO/CLC)	630	5,670	5,670	Apr. 18 —	Cost of living pay—	
	Brunswick Mining & Smelting Ltd., Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,000	6,040	6,040	Apr. 22 —	Workers locked out; wages; fringe benefits—	
MINERAL FUELS								
	Union Gas Limited, Various locations, Southwestern, Ont.	Oil Workers Locs. 9-810 & 798 Chemical Workers Loc. 683 (AFL-CIO/CLC)	1,109	23,290	64,880	Feb. 6 —	Wages, pensions, vacations—	
	Cardinal River Coal, Hinton, Alberta	Mine Workers Loc. 1656 (CLC)	200	470	470	Apr. 19 Apr. 22	Wages, pension benefits— Return to work pending strike vote.	
<b>Manufacturing</b>								
FOOD AND BEVERAGES								
	Black Diamond Cheese (Brooke Bond Foods Ltd.), Cannifton, Ont.	Food Workers Loc. P-688 (AFL-CIO/CLC)	200	4,200	5,200	Mar. 25 —	Wages—	
	Canada Packers, Toronto, Ont.	Food Workers Loc. P-114 (AFL-CIO/CLC)	2,200	8,800	8,800	Apr. 25 Apr. 30	Grievance—Return to work.	
	Abattoir Berthier Inc., Berthierville, Que.	Commerce Federation (CNTU)	385	190	190	Apr. 30 —	Re-opening negotiations over wages—	

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					April	Accu- mulated	Termination Date	Result
	Quebec Poultry, Saint-Jean Baptiste de Rouville, Que.		Commerce Federation (CNTU)	600	300	300	Apr. 30 —	Re-opening negotiations over wages—
	Aliments Flamingo, Sainte-Rosalie, Que.		Commerce Federation (CNTU)	166	80	80	Apr. 30 —	Re-opening negotiations over wages—
	Coopérative Avicole Regionale, Saint-Damase, Que.		Commerce Federation (CNTU)	265	130	130	Apr. 30 —	Re-opening negotiations over wages—
RUBBER								
	Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.		Rubber Workers Loc. 133 (AFL-CIO/CLC)	1,200	25,200	51,600	Feb. 28 —	Wages and fringe benefits—
	Pervel Ltd., Montreal, Que.		Steelworkers Loc. 7625 (AFL-CIO/CLC)	150	2,550	2,500	Apr. 4 —	Wages and fringe benefits—
	Uniroyal, Montreal, Que.		Distillery Workers Loc. 78 (AFL-CIO/CLC)	575	5,180	5,180	Apr. 18 —	Wages—
	Goodyear Tire and Rubber Co. of Canada Ltd., Toronto, Ont. and Bowmanville, Ont.		Rubber Workers Locs. 189 & 232 (AFL-CIO/CLC)	2,150	9,110	9,110	Apr. 25 —	Wages and cost of living clause—
	Gutta Percha, Farnham, Que.		Rubber Workers Loc. 602 (AFL-CIO/CLC)	110	220	220	Apr. 29 —	Wages—
LEATHER								
	Bata Engineering, Batawa, Ont.		Machinists Loc. 1788 (AFL-CIO/CLC)	195	590	590	Apr. 26 —	Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				April	Accu- mulated	Termination Date	Result
TEXTILES							
Dominion Textile (3 plants), Valleyfield, Que.	United Tex- tile Workers Locs. 100 & 465 (AFL-CIO/CLC)	1,050	2,100	2,100	Apr. 29 —	Re-opening of negotiations over wages—	
WOOD							
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,200	82,000	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—	
Northwood (Div. of Northwood Mills Ltd.), Burnaby, B.C.	Carpenters Loc. 1928 (AFL-CIO/CLC)	185	3,240	3,240	Apr. 4 —	Wages, benefits, seniority—	
FURNITURE AND FIXTURES							
Matelas Supreme Inc., Saint-Narcisse, Que.	Building and Wood Workers Federation (CNTU)	110	2,310	8,800	Jan. 8 —	Wages and working conditions—	
PAPER							
Dennison Mfg. Co. of Canada Ltd., Drummondville, Que.	Pulp and Paper Workers Federa- tion (CNTU)	198	3,170	11,090	Feb. 4 Apr. 24	Wages and fringe benefits— Settled.	
Labrador Linerboard Ltd., Stephenville, Nfld.	United Paperworkers Loc. 1093 (AFL-CIO/CLC)	100	200	200	Apr. 3 Apr. 5	Not reported—Not reported.	
Ocean Falls Corpora- tion, Ocean Falls, B.C.	United Paperworkers Loc. 312 (AFL-CIO/CLC)	250	250	250	Apr. 11 Apr. 12	Schedule—Settled by mutual agreement.	
Crestbrook Pulp and Paper Ltd., Skookumchuck, B.C.	Pulp and Paper Workers of Canada Loc. 15 (CCU)	200	1,140	1,140	Apr. 23 —	Not reported—	



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					April	Accu- mulated	Termination Date	Result
PRIMARY METALS								
	Doehler Canada, Guelph, Ont.		U.E., Loc. 553 (CLC)	144	2,300	9,500	Jan. 20 Apr. 18	Wages, term of contract— Settled through mediation; wage increase in two year contract.
	Bundy Tubing of Canada Ltd., Bramalea, Ont.		Auto Workers Loc. 1285 (CLC)	192	3,460	3,460	Apr. 4 —	Wages, fringe benefits—
	Canadian Electrolytic Zinc, Valleyfield, Que.		Steelworkers Loc. 6486 (AFL-CIO/CLC)	406	2,840	2,840	Apr. 20 —	Wages and working conditions—
	Lynn MacLeod Metallurgy Ltd., Thetford Mines, Que.		Steelworkers Loc. 7801 (AFL-CIO/CLC)	125	880	880	Apr. 20 —	Wages, fringe benefits—
METAL FABRICATING								
	Neptune Meters Ltd., Toronto, Ont.		Steelworkers Loc. 3813 (AFL-CIO/CLC)	185	3,890	5,740	Mar. 18 —	Wages, fringe benefits—
	Horton Steel Works Ltd., Fort Erie, Ont.		Steelworkers Loc. 3598 (AFL-CIO/CLC)	124	1,740	2,980	Mar. 18 Apr. 22	Not reported—Not reported.
	Rockwell International, Windsor, Ont.		Auto Workers Loc. 195 (CLC)	200	1,800	3,400	Mar. 20 Apr. 15	Wages—Not reported.
	W.S. Tyler Co. of Canada Ltd., St. Catharines, Ont.		Steelworkers Locs. 6399 & 7484 (AFL-CIO/CLC)	130	2,730	2,730	Apr. 1 —	Wages, fringe benefits—
	Foster Wheeler Ltd., St. Catharines, Ont.		Steelworkers Locs. 6519 & 6595 (AFL-CIO/CLC)	475	6,650	6,650	Apr. 1 Apr. 22	Wages, cost-of-living—Settled by mutual agreement.
	Wire Rope Industries (Canada) Ltd., Pointe-Claire, Que.		Machinists Loc. 1006 (AFL-CIO/CLC)	213	2,980	2,980	Apr. 9 Apr. 29	Wages—Settled by arbitration

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				April	Accumulated	Termination Date	
Location							Result
Hawker Siddeley Industries, Windsor, Ont.	Steelworkers Loc. 2471 (AFL-CIO/CLC)	170	1,530	1,530	Apr. 18	—	Not reported—
Simonds Canada Saw, Granby, Que.	Steelworkers Federation (CNTU)	346	2,420	2,420	Apr. 20	—	Wages, fringe benefits—
Industrie Saguenay Ltée, Port Alfred, Que.	Steelworkers Federation (CNTU)	120	840	840	Apr. 22	—	Wages, working conditions, dismissal of nine workers—
American Can of Canada Ltd., Hamilton, Ont.	CLC Directly Chartered Loc. 354	600	3,000	3,000	Apr. 23	—	Delay in settlement—
Maritime Steel and Foundries Co., New Glasgow, N.S.	Steelworkers Loc. 3172 (AFL-CIO/CLC)	120	240	240	Apr. 25 Apr. 29	—	Worker's demotion—Not reported.
MACHINERY							
Co-operative Implements Limited, Transcona, Man.	Steelworkers Loc. 3960 (AFL-CIO/CLC)	481	480	10,100	Mar. 4 Apr. 1	—	Wages, cost-of-living formula, job reclassification, other fringe benefits—Settled by mutual agreement.
International Harvester Co. of Canada Ltd., Hamilton, Ont.	Steelworkers Locs. 2868 & 4592 (AFL-CIO/CLC)	1,500	10,500	10,500	Apr. 22	—	Not reported—
Stewart Warner Corp. of Canada Ltd., Belleville, Ont.	Auto Workers Loc. 1538 (CLC)	150	960	960	Apr. 22	—	Wages, union shop—
TRANSPORTATION EQUIPMENT							
United Aircraft of Canada Ltd., Longueuil, Que.	Auto Workers Loc. 510 (CLC)	2,600	54,600	210,600	Jan. 7	—	Against company's refusal to reinstate 21 suspended workers; wages—
Prestolite Company, Toronto, Point Edward and Maple, Ont.	Auto Workers Locs. 252 & 421 & 456 (CLC)	747	15,100	28,250	Mar. 1	—	Wages, fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues Result
			April	Accu- mulated	Termination Date	
Gabriel of Canada Ltd., Toronto, Ont.	Machinists Loc. 1295 (AFL-CIO/CLC)	510	3,570	8,160	Mar. 19 Apr. 10	Wages, fringe benefits—Not reported.
Welles Corp. Ltd., Windsor, Ont.	Auto Workers Loc. 195 (CLC)	120	2,520	3,120	Mar. 24 —	Wages—
Budd Automotive Co. of Canada Ltd., Kitchener, Ont.	Auto Workers Loc. 1451 (CLC)	1,370	12,330	12,330	Apr. 1 Apr. 15	Not reported—Not reported.
Rockwell International of Canada, Milton and Oshawa, Ont.	Auto Workers Loc. 1067 (CLC)	574	3,340	3,340	Apr. 15 Apr. 24	Wages and fringe benefits— Settled by mutual agreement.
Hawker Siddeley, Trenton Works, Trenton, N.S.	Steelworkers Loc. 1231 (AFL-CIO/CLC)	1,000	3,000	3,000	Apr. 18 Apr. 22	Suspension of 70 employees— Return to work.
Volvo Canada Ltd., Halifax, N.S.	Auto Workers Loc. 720 (CLC)	195	390	390	Apr. 23 Apr. 25	Disciplinary action against an employee—Grievance procedure.
National Auto Radiator, Windsor, Ont.	Auto Workers Loc. 195 (CLC)	400	800	800	Apr. 29 —	Not reported— Not reported—
ELECTRICAL PRODUCTS						
Great Lakes Carbon, Berthierville, Que.	Steelworkers Federation (CNTU)	190	1,900	31,350	Aug. 29/73 Apr. 15	Working conditions—Wages increased in a 3-yr. contract, and improved working conditions.
Westinghouse Canada Ltée, Saint-Jean, Que.	U.E., Loc. 560 (CLC)	272	1,360	25,020	Nov. 26/73 Apr. 8	Wages, job evaluation and other provisions—Settled through mediation.
John Inglis Co. Ltd., Toronto, Ont.	Steelworkers Locs. 2900 & 4487 (AFL-CIO/CLC)	970	17,460	17,460	Apr. 5	Wages, fringe benefits—
NON-METALLIC MINERAL PRODUCTS						
Ready Mix Concrete Association, Southern Ontario.	Teamsters Loc. 141 (Ind.)	1,600	16,730	16,730	Apr. 5 Apr. 23	Wages, use of non-union truck drivers—Settled through conciliation.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				April	Accu- mulated	Termination Date	
Location							Result
<b>CHEMICAL PRODUCTS</b>							
Union Carbide Canada Ltd., Belleville, Ont.	Rubber Workers Loc. 380 (AFL-CIO/CLC)		126	630	2,520	Mar. 11 Apr. 8	Wages—Settled by mutual agreement.
Celanese Canada Limited, Edmonton, Alta.	Oil Workers Loc. 9-666 (AFL-CIO/CLC)		480	6,720	12,000	Mar. 15 Apr. 22	Wages, hours—Wage increase
C.I.L. Usine de Salaberry, Nitro, Que.	(CNTU)		383	5,200	5,200	Apr. 12	Suspension of group of workers—
<b>Construction</b>							
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)		250	5,250		—	Not reported—
Six insulation contractors, Edmonton, Alta.	Asbestos Workers Loc. 110 (AFL-CIO/CLC)		153	3,210	12,170	Jan. 3 —	Not reported—
Saskatchewan Construction Association, Various locations, Sask.	Various unions		4,200	72,200	72,200	Apr. 1 —	Wages—
<b>Transportation and Utilities</b>							
<b>TRANSPORTATION</b>							
Laval Transit Commission, Laval, Que.	Public Service Employees' Federation (CNTU)		366	2,880	14,640	Feb. 15 Apr. 12	Wages and fringe benefits—Settled through conciliation.
QUCTC—Quebec Urban Community Transportation Commission, Quebec and area, Que.	Public Service Employees' Federation (CNTU)		440	8,800	16,080	Mar. 9 Apr. 29	Wages, working conditions and fringe benefits—Not reported.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					April	Accumulated			
Transport Labour Relations, Vancouver, Richmond and Annacis Island, B.C.	Teamsters Loc. 351 (Ind.)			125	2,630	4,380	Mar. 12 —		Wages, fringe benefits, union jurisdiction—
*Canadian Lake Carriers' Association, Great Lakes, St-Lawrence River.	Seafarers (AFL-CIO/CLC)			200	800	2,800	Mar. 16 Apr. 5		Wages, hours of work—Wage increase, reduction in hours.
*Ministry of Transport, Various airports, Canada.	Public Employees Various locals (CLC)			572	3,760	3,760	Apr. 5 Apr. 26		Wage parity with municipal firefighters—Return of workers following appointment of mediator.
*Shipping Federation of Canada, St. Lawrence River ports.	I.L.A. (AFL-CIO/CLC)			138	1,180	1,180	Apr. 9 Apr. 21		Wages—Not reported.

## COMMUNICATION

*Post Office Department, Various locations, Canada.	Canadian Union of Postal Workers (CLC)			15,000	134,210	134,210	Apr. 10 Apr. 26		Job security with introduction of automation—Return of workers when mediator appointed.
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## Trade

Canada Safeway Ltd., Brandon, Man.	Retail Clerks Loc. 832 (AFL-CIO/CLC)			100	2,170	5,840	Feb. 8 —		Wages—
Lucerne Foods Ltd., Calgary, Alta.	Food Workers Loc. 373 (AFL-CIO/CLC)			150	1,800	4,650	Mar. 5 Apr. 18		Wages—Settled by mutual agreement.
Alberta Liquor Control Board, Various locations, Alta.	Civil Service Assn. of Alberta (CLC)			868	6,150	6,150	Apr. 2 Apr. 10		Wages—Return after injunction.
Syndicat de Québec Ltée, Quebec, Que.	Commerce Federation (CNTU)			650	4,550	4,550	Apr. 6 Apr. 18		Wages, benefits—Settled through conciliation.
The Ontario Produce Co. Ltd., Etobicoke & Malton, Ont.	Teamsters Loc. 419 (Ind.)			328	2,950	2,950	Apr. 18 —		Wages, fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1974, (PRELIMINARY) (CONCL'D.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					April	Accu- mulated	Termination Date	Result
<hr/>								
<b>Services</b>								
MISCELLANEOUS SERVICES								
	Mortifee Munshaw Ltd., Vancouver, B.C.		Teamsters Loc. 351 (Ind.)	170	3,570	14,280	Jan. 2 —	Not reported—
<hr/>								
<b>Public Administration</b>								
LOCAL ADMINISTRATION								
	City of Kamloops, Kamloops, B.C.		Public Employees Loc. 900 (CLC)	275	5,890	12,770	Mar. 1 —	Wages & fringe benefits—
	City of North Bay, North Bay, Ont.		Public Employees Loc. 122 (CLC)	157	160	160	Apr. 30 —	Three lay-offs—

\*Federal Jurisdiction



# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

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**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1971.

**Wage Rates, Salaries and Hours of Labour, 1972.** An annual report which presents the results of a survey conducted at October 1 on occupational wage rates and standard hours of work in most industries and major communities in Canada. Paperback volume \$3.00. (Bilingual) Cat. No. L2-555.

**Wage Rates, Salaries and Hours of Labour, 1973.** An annual report in four volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; Volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$2.50. (Bilingual) Cat. No. L2-556.

**Working Conditions in Canadian Industry, 1972.** (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

**Measuring the Quality of Working Life.** Proceedings of a symposium on social indicators of working life, Ottawa, March 19 and 20, 1973. Edited by Alan H. Portigal. Price \$4.00. Cat. No. L41-13/1974.

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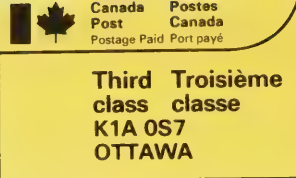
**Canada Occupational Safety Manual.** Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

**Bibliography, Occupational Safety and Health.** Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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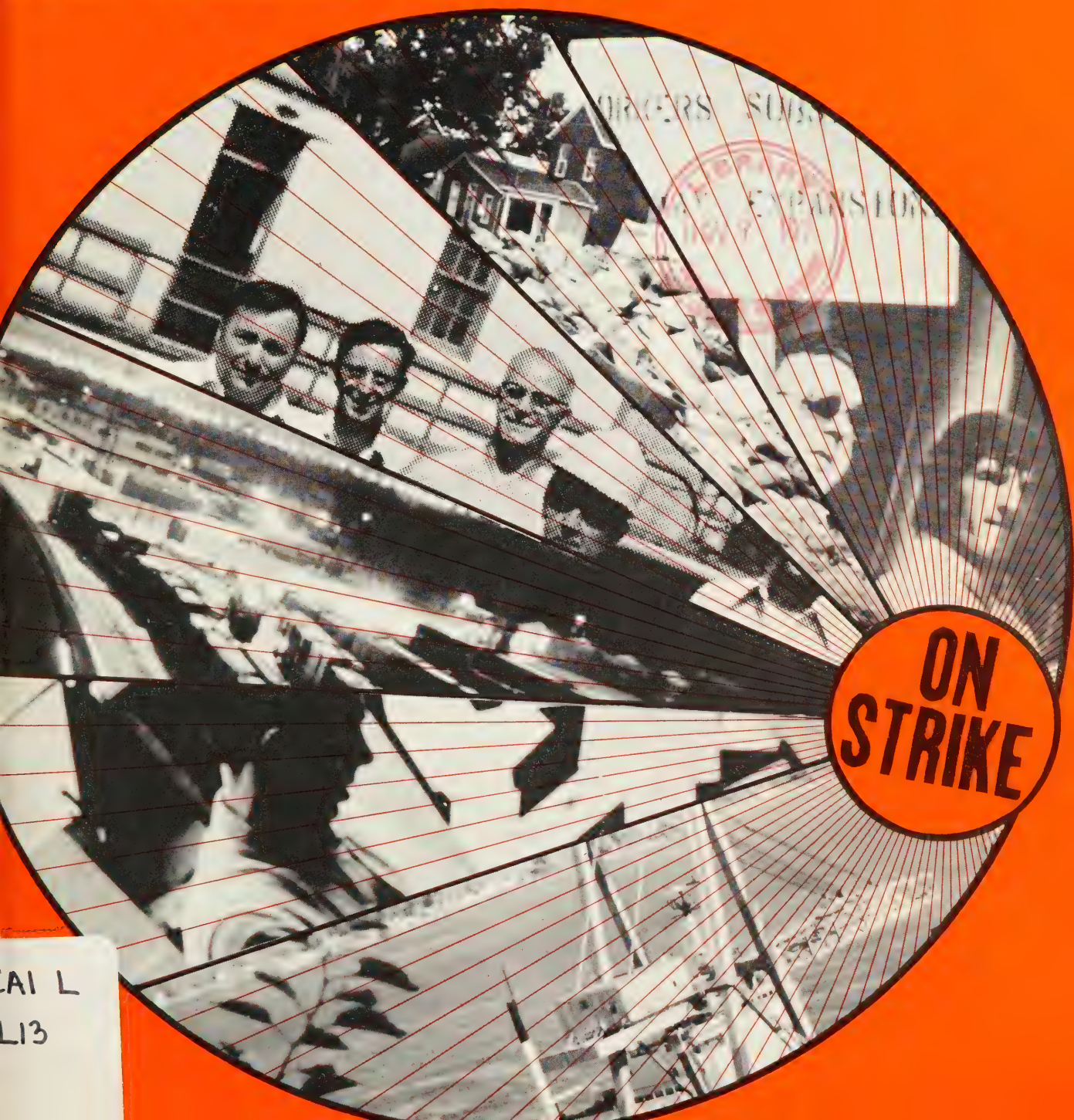
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SEPTEMBER 1974

# THE LABOUR GAZETTE



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The proverbial man in the street is increasingly fed up with the disruptions growing out of labour disputes. The public clearly wants to see some action taken, either by the parties themselves or by government, to reduce the incidence of such disruptions. See: Strikes and Their Alternatives in Essential Services.

# THE LABOUR GAZETTE

Monthly Journal  
Canada Department of Labour

Vol. 74, No. 9/September 1974

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**Labour  
Canada**

**Travail  
Canada**

# LABOUR DAY MESSAGES



**John Munro**  
Minister of Labour

The effectiveness of labour-management relations is of vital concern to all Canadians. It is also a source of worry for many Canadians.

Most of us are well aware of how easily certain dispute situations can have harmful residual effects on people and on economic sectors not directly involved; we can all recall instances in which the unfortunate social and economic "fall-out" has done nothing to improve either the record or the image of our system of industrial relations.

We in the Department of Labour can in no way guarantee that confrontation between groups won't at times be unreasonable, and even damaging. But neither can we calmly accept that disruptive conflict will always be with us to strain the economy and our society. We cannot be complacent about this state of affairs.

Fortunately, these concerns for the quality of our industrial relations are increasingly being shared by knowledgeable and responsible people in both unions and management; fortunately because solutions to our industrial relations problems can only be found jointly, by labour and management acting co-operatively with government, which is the representative of the public interest.

Alternatives to confrontation must be found; our interdependence demands this.

And on this Labour Day, 1974, we in the Department of Labour pledge ourselves to do everything we can to make a meaningful reality of joint action. To this end we will in the year ahead be inviting labour and management to participate with us in an examination of the state of industrial relations, and to search with us for means of resolving difficulties and placing relationships on more productive, effective bases.

As Minister of Labour I am confident that this joint approach to a subject of great mutual importance can succeed.

The year ahead will be significant for another reason, as 1975 marks the 75th anniversary of the Department. Since its founding on July 18, 1900, the Department has made significant contributions to the cause of industrial relations, and I look forward to the understanding support of the trade union movement for efforts to further improve labour-management relations in Canada.

To you, the members of the union movement, I express my best wishes for Labour Day and for the year ahead.





Joe Morris  
President  
Canadian Labour Congress

Organized labour will soon be two hundred years old. During this time Canadian workers have come a long way toward attaining their major objectives. They have won the right to bargain collectively with their employers; the right of freedom of association; better wages, working hours and working conditions in general.

But in addition to concentrating on these primary objectives, unions have also been involved in issues of wider social concern. By constantly pressing for a better life for working Canadians, unions have been instrumental in helping to bring about vast improvements not only for their own members, but for all Canadians: free compulsory education; widows' and family allowances; pensions; health insurance; workmen's compensation; unemployment insurance; safety regulations; laws governing hours of work and vacations . . . the list is long.

Moreover, the improvements in wages and working conditions that unions have won for their members through collective bargaining became a pattern for all workers—organized and unorganized alike.

But it is not in the nature of trade unionists to sit on their laurels. True, we have gone a long way—but there still remains much to be done.

First and foremost, we must increase the proportion of organized workers in Canada. Today, only one out of every three wage and salary earners is fortunate enough to belong to a union. There

are millions of workers who still lack job security, fair wages and decent working conditions. Many of these are among the group we call white-collar workers.

We must help these millions to join together in unions. Not only for the defence of their own interests, but also to make the labour movement in Canada stronger and more influential for the good of Canadian society as a whole.

Another major task we must continue to pursue is community involvement. No place in the world is more important to the human being than his own community. By helping his neighbours create a better place to live in, the trade unionist does only what comes naturally: helping others to help themselves, in order to improve things for everyone, including himself.

The labour council is the ideal instrument for helping to bring about these changes for the better. Large enough to have the power to get things done, yet small enough to remain within the reach of the rank-and-file member and to be responsive to his needs and desires.

Keep your labour council active and vigorous; become involved in its activities within the community. Support it, make your views and ideas known, attend its meetings and contribute to their effectiveness.

Your labour council can accomplish great things. Help it achieve them.



**Marcel Pepin**  
**General President**  
**Confederation of**  
**National Trade Unions**

Appearances are deceptive, and every day we find instances to convince us that all is not going well with the ordinary workaday world, as politicians would have us believe.

In the last year Québec workers have gone through two general elections, one in the Federal Government and the other in the Provincial Government. Have these elections brought about any change in their condition? Has their lot been improved, even to a small extent? Have these elections provided the impetus for restoring their purchasing power? Have the opposing political parties made it clear that having to choose between the world of everyday people and the large corporations, they were chiefly concerned with the problems of the majority in the population?

No. The financial pages of various newspapers make it plain to us that the profits of large corporations continue to increase outrageously, whereas the purchasing power of wage earners and welfare recipients continues to decrease. By last July, consumer prices had increased 11.4 per cent in a year. It is easy to understand the problems of a family that sees its expenses for such essentials as food and housing increase three times as fast as its income.

Before the apathy of governments and the inefficient action of the ridiculous Plumptre Commission, the workers have once more understood that only by collective action could their lot be improved. That is why we have witnessed for the past few months a tremendous and unprecedented offensive aimed at reopening collective agreements and at obtaining from employers a formula for indexing wages to the cost of living.

It was last March, during a meeting of 500 delegates from three central labour bodies (QFL-QTC-CNTU) that a start was made to prepare the ground for this struggle.

Since then, a considerable number of unions have obtained, during negotiations of collective agreements, indexing formulas enabling their members to cope more easily with spiralling living costs. However, this is not so easy in other quarters, so that several hard strikes are in progress here and there in Québec, with the goal of restoring the purchasing power of workers.

Of course, the judicial system, even true to itself and to the interests of the class it defends, issues injunctions and lays fines on request. Since we know who are the judges and whose interests they are defending there is nothing astonishing in all that. The severe strain under which workers are living has strengthened two of my firm beliefs: first of all, workers must rely only upon themselves, on their solidarity, on collective action, in order to effect even minor changes in their condition, to bring about somehow an improvement in the quality of their life. And then, I am convinced that the attitude of the various powers will become increasingly intransigent as soon as the unions try to turn to their own advantage the profits of society. The time is past when trade unionism thought it best to remain quiet.

If the workers want to change things, they must have, in addition to the conviction that their claims are right, the necessary courage and determination to fight to the bitter end. If we are not prepared to do that, we might as well say that we want things to remain as they are, which would be profoundly unjust.



**W. C. Y. McGregor**  
**Chairman**  
**Canadian Railway**  
**Labour Association**

Every year at this time, we in the trade union movement take time to reflect on what we've accomplished in the past and to review the challenges we face in the future.

It amazes me how year after year so many of the same issues crop up again and again:

- Inflation: How it has eroded our purchasing in the past and how we can prevent continuing erosion.
- Free collective bargaining and how we can ensure our continued right to it, in the face of anti-union sentiments.
- Union solidarity and how best we can preserve it, in order to advance the common interests of all working people.

The list goes on. And the fact that it recurs year after year makes one wonder sometimes if things ever really get better for the working man and woman, despite our best efforts to ensure that they do.

On the railways, to be sure, we have come a long way from the days at the turn of the century when wages were less than 18 cents an hour and union recognition was an issue.

We have developed close associations of unions that have helped us immeasurably in dealing more effectively with our common problems.

And we have exercised our proudly-won right to free collective bargaining with responsibility and good faith—even when we have had to face inflexible and uncooperative managements.

I think we can be proud of our record. We have, in fact, made advances. We have changed things, and for the better. Our priorities today, however, remain almost unchanged from those we had yesterday.

We're still concerned about protecting the wages of our members against inflation. We're still concerned about pensions and

job security. And we're still concerned that our right to free collective bargaining will not be compromised by any of the methods of mediation and arbitration that have been proposed for the railway industry in recent months.

(Although we are open to new and experimental approaches, we do not intend to give up any of our rights—least of all, our right to strike.)

Will we be able to meet these concerns? Will we be able to make sufficient progress to allow us to direct more energy to other concerns, such as safety, working conditions and organizing?

At this point, we can only speculate. But there have been some positive developments of late that give us reason for hope in at least some of these areas:

Ottawa has met our demand for a full-scale pensions inquiry, which may lead to improvements for our retired and retiring members.

The impending implementation of a new job security program based on the rulings of arbitrator Emmett M. Hall should ease the inconvenience of layoffs for some of our people.

New federal transportation policies, meanwhile, promise new and expanding job opportunities in the railway industry.

Given these signs of hope, and despite the absence of any chance that the economic pressures on our members will ease in the coming months, we in the Canadian Railway Labour Association will fight on with conviction.

At the bargaining table and away from it, we will continue to do our best to advance the interests of workers. And by the time next Labour Day comes around, I hope we will be able to pause and say that while many of the same issues remain with us, we have made some real progress on the treadmill of labour relations.



# NEWS BRIEFS:

## AT HOME...

### Prices Climbing

Canada's nose was bloodied a bit more in the fight against inflation as higher prices scored a decisive victory in the June round: the consumer price index rose 1.3 per cent that month, pushing the index to its largest 12-month gain in 23 years.

Statistics Canada reported that the June consumer price index was 11.4 per cent higher than in June 1973—the highest increase since the 12 months between August 1950 and August 1951, when it climbed 11.8 per cent. Leading contributors to the latest price increase jump were fresh produce (up 9 per cent); restaurant meals (up 20.7 per cent); food eaten at home (up 16.7 per cent); private transportation costs (up 11.6 per cent); and household operation products (up 11.5 per cent). The last two indexes reflect higher petroleum prices.

The previous highest 12-month gain in the consumer price index had been recorded only one month before. Prices in May jumped 1.7 per cent (the highest monthly increase since the Korean War) and brought the May 1973 to May 1974 total index rise to 10.9 per cent. Until June, this was the highest year-over-year increase in 23 years.

The consumer price index is based on a 1961 survey of family spending patterns and weighs the major components in proportions of food (25 per cent), housing (31 per cent), clothing (11 per cent), transportation (15 per cent), and other items (18 per cent).

### Record Pay Increase

About 1,400 federal firefighters have received salary increases ranging between 17 and 23 per cent, the largest annual increase given a group in the Public Service Alliance of Canada since the inception of public service collective bargaining in 1967.

The increases, awarded by arbitrator René Lippé in a one-year contract retroactive to April 1, range from 17 per cent for firemen at the top level of the highest classification to 23 per cent for the 1,000 firemen in the lowest classification. The award also adds a new maximum salary step for each of the six salary levels: effective October 6, 3.8 per cent will be added to the April 1 maximums of each classification. This raises the maximum salary for firemen at the top step of the lowest classification from \$9,160 under the old contract to \$10,851 retroactive to April 1, and \$11,262 on October 6. Firemen at the top step of the highest classification will have their salaries increase from \$13,454 under the old contract to \$15,236 retroactive to April 1, and \$15,825 on October 6.

The federal firefighters had demanded wage parity with the national average pay for municipal firefighters, and many airport firemen staged illegal walkouts during April, closing most major Canadian airports at one time or another. Supporting their demands, the PSAC had originally sought raises of 34.6 per cent and 10 per cent in each year of a two-year agreement; a tentative contract providing for a 30 per cent wage hike over 26 months was rejected by the membership. Even with the Lippé award the firemen still need a 12 to 13 per cent wage increase in their next contract to achieve the average municipal wage rate, currently about \$12,500.



NFB

## New Union

A new independent Canadian union was formed last June, when more than 50 organizers from several Ontario centres met in Toronto for the two-day founding congress of the Canadian Workers Union.

Impetus for the CWU's forming came from an April meeting between members of the National Committee for Independent Canadian Unions and CWU supporters. The union, the first national industrial union in eastern Canada, will organize non-unionized factory, office and other workers, as well as employees currently represented by American-based unions.

Largest initial base for the CWU is the structural steel industry. A CWU local has already been formed at the Canron Limited plant in the Toronto suburb of Rexdale where workers are now represented by the International Association of Bridge, Structural and Ornamental Iron Workers, a U.S.-controlled union. Two Canron employees, Gino de Santis and Tom Conlan, have been elected CWU national chairman and education director respectively.

## Honours Announced

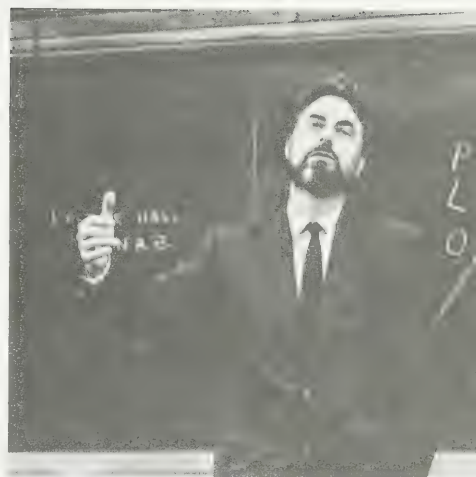
William Dodge, 63, retired secretary-treasurer of the Canadian Labour Congress, and Laura Sabia, 57, of St. Catharines, Ontario, a prominent figure in the women's rights field, were named Officers of the Order of Canada in June. A total of 64 prominent Canadians were on the list announced by Governor General Jules Léger; Dodge and Sabia were among 19 named to the middle rank in the three-level honours system.

## American Profs

American citizens accounted for almost 20 per cent of the full-time teachers appointed to Canadian degree-granting institutions during the 1971-72 academic year, according to a report by Statistics Canada released in June.

There were 3,496 full-time appointments made by 97 Canadian universities and colleges in 1971, the report noted. Of these, 57.8 per cent declared themselves to be Canadian citizens, 19.4 per cent American, 8.9 per cent described themselves as citizens of the United Kingdom, 3.3 per cent were Belgian or French citizens, and 10.6 per cent were citizens of other countries. In the 1970-71 academic year, 55.8 per cent of the appointments were Canadian citizens, 18.6 per cent American, 10.5 per cent citizens of the United Kingdom, 4.5 per cent Belgian or French, and 10.6 per cent citizens of other countries.

In a regional breakdown of the 1971 appointments, institutions in Québec appointed the highest percentage of Canadian citizens—68.2 per cent (compared with 67.2 per cent in the previous academic year) and the lowest percentage of Americans—8.5 per cent (7.2 in 1970). This was reversed in the four western provinces from Manitoba to British Columbia, as institutions there appointed the least percentage of Canadians—52.7 per cent (compared with 49.8 in 1970) and the highest percentage of Americans—27.4 per cent (29.3 in 1970). Ontario institutions appointed Canadian citizens to 57.3 per cent of their openings (52.4



in 1970) and 19.2 per cent Americans (20.1 per cent in 1970). In the Atlantic provinces, 52.5 per cent of the new appointments were Canadian (52.6 in 1970) and 25.2 per cent were American (21.4 in 1970).

## WCB Allowances

Workmen's compensation benefits for merchant seamen and their dependants were increased by Cabinet order retroactive to July 1, the federal Department of Labour announced last July.

Monthly allowances for widows were raised to \$175 from \$120, for children to \$45 from \$35, and for orphans to \$60 from \$45. Lump sum payments to widows or foster mothers were increased \$100 to \$400. The maximum annual earnings for the computation of compensation was increased to \$9,000 from \$7,000.

The increases will apply to 2,100 sailors who are not included under other compensation legislation.

## Safety Inquiry

The federal Department of Labour has announced the appointment of a commission of inquiry into accidents and injuries in the collieries operated by the Cape Breton Development Corporation.

Commission Chairman is T. H. Patching, Professor of Mineral Engineering at the University of Alberta. Other members are M. K. McMullen, a mineral economist with the federal Department of Energy, Mines and Resources; R. L. Smith, former Ontario chief mines engineer; and H. E. Weisbach, Vice Chairman of the Canadian Labour Congress National Advisory Committee on Occupational Safety and Health.

The investigation, prompted by growing and widespread concern for the health and safety of the colliery employees, will examine the circumstances leading to accidents causing personal injury and property damage, as well as the work practices of the employees. The commission will also examine the company's training programs on accident prevention and safety education, its safety inspection procedures, medical services, and procedures for the reporting and investigation of accidents.

## Hospital Workers' Pay

Hospital workers in nine Toronto-area hospitals won pay increases totalling \$290 a month when their union announced last June that it had succeeded in reopening the contract with the institutions.

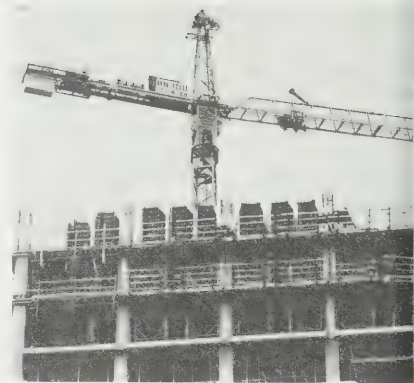
The workers, members of Local 204 of the Service Employees' International Union, will have their contract extended by one year to March, 1976. The new agreement calls for pay increases totalling \$1.61 an hour to be paid over four instalments: \$98 retroactive to April, \$59 next January, \$88 in August, and \$35 in December. A month earlier, Toronto hospital workers organized by the Canadian Union of Public Employees had accepted raises of \$1.50 an hour over two years.

In Ottawa, non-professional employees at a city hospital—also members of CUPE—ratified a two-year contract giving them a total increase of \$218 a month in five instalments: \$72 in two instalments retroactive to April, \$59 next January, \$52 in July, and \$35 in September. The contract expires December 31, 1975.

## Quebec Compromise

A two-week wildcat strike by more than 70,000 Québec construction workers, called to back demands that their industry-wide contract be reopened for cost of living adjustments, ended in June with the compromise that the adjustments would be considered.

The dispute began in early June when four of six industry-wide employer groups refused to reopen the contracts—not due to expire until April, 1976—and negotiate a \$1-an-hour raise demanded by the workers, members of the Provincial Council of Building Trades. Unions in the Council, the construction arm of the Québec Federation of Labour, staged work-to-rule campaigns, which management



interpreted as slowdowns; when some building sites were closed and 15,000 workers laid off, about 80 per cent of the province's construction workers struck on June 11, halting some \$10 billion worth of construction.

Two smaller construction unions, the Confederation of National Trade Unions and Confederation des Syndicats Démocratiques, both rivals of the QFL, did not support the strike and denounced tactics used by the QFL during the stoppage.

The strike-ending compromise was reached following talks between Labour Minister Jean Cournoyer and André Desjardins, President of the Provincial Council of Building Trades. The compromise provided that talks be held to discuss the merits of the workers' demands; however, at press time, the future was still uncertain, as employers continued to oppose negotiations and the QFL hinted at further work-to-rule campaigns. The only contracts being signed were those negotiated between the unions and individual project owners.



## Trusteeship Ordered

The Québec Government, annoyed by more than a year of sporadic disruption to elevator construction services throughout the province, placed that province's two locals of the International Union of Elevator Constructors under trusteeship.

Legislation making the Government the trustee was tabled in the National Assembly last July following alleged slowdowns and work stoppages by the Montreal and Québec City locals. In placing the locals under trusteeship until April 30, 1976, the bill created a three-man government-appointed administrative body to take charge of them. Appointed to head the board was Jean-Yves Dubé, a retired lawyer and former member of the Royal Canadian Mounted Police.

The move was prompted by the union's suspension of services for three American-owned elevator firms that have refused to sign contract agreements. Union members—elevator constructors who install and maintain elevators pre-assembled elsewhere—were angry at their inclusion last year in a construction industry-wide decree governing wages and working conditions. The workers had been pressuring elevator companies to grant conditions outside the decree, and although 16 Canadian companies had complied, the three U.S.-owned firms, Dover Corporation (Turnbull Elevator Division), Otis Elevator, and Westinghouse, held out; the union response was the service suspension, affecting elevators owned by the companies in high-rise offices and hospitals.

## CUGE Expelled

Less than two years after affiliating with the Confederation of National Trade Unions (LG, May, 1973, p. 293), the Canadian Union of General Employees last July was expelled from the Québec-based organization.

According to **Globe and Mail** reporter Wilfred List, reasons for the expulsion included the CNTU contention that great sums of money had been poured into the Ontario union with few tangible results. Patrick Murphy, CUGE President, was quoted as saying that promised CNTU financial support never materialized.

CUGE affiliated with the CNTU Federation of Social Services component in February, 1972, when it represented 2,100 workers in six Toronto hospitals. At its peak, CUGE's strength reached about 2,500, although at the time of expulsion it had dwindled to 800. When the union staged an illegal strike at Toronto Western Hospital in July, 1972, 600 workers were pulled off the job, then fired and replaced.

The Canadian Union of Public Employees has applied to replace CUGE as bargaining agent for the workers at the Western Hospital and other hospitals formerly represented by CUGE.

## Job Market

Job openings for executives, accountants, engineers, scientists, and other professionals decreased by 2 per cent during the second quarter of 1974, but still remain at a 47-year high, according to the Technical Service Council of Toronto.



The Council, a non-profit placement service and personnel consulting firm, said a survey of 1,500 manufacturers, mines, construction companies, and consultants indicated that there were 47 per cent more openings than during the second quarter of 1973. Total demand for professionals remained at near-record levels; the current upturn in demand for professionals, the TSC noted, is the sharpest since it was established in 1927.

Shortages of professionals such as accountants, computer programmers, systems analysts, engineers and draftsmen are forcing companies to recruit in Britain, Australia and other overseas countries, as well as in the United States. About half of the 2,483 job openings listed with TSC offices were reported in Ontario. The Prairies reported 621 openings, 559 jobs were vacant in Quebec, 245 in British Columbia and the Yukon, and 41 in the Atlantic provinces.

## Safety Expert Retires

W. A. (Al) Martin, the safety expert responsible for developing the regulations under Part IV of the Canada Labour Code (Safety of Employees), left the Accident Prevention and Compensation Branch of the federal Department of Labour last June for health reasons. He had been chief of the Branch's Accident Prevention Division since its inception in 1967.



**Martin**

In acknowledgement of his contribution to the safety regulations, Martin had received an honorarium and a Merit Award Certificate from the Public Service Commission. The citation noted that his effort "has been an outstanding achievement, and we know of no other comparable work of such variety, complexity and volume that has been done before by any regulatory authority in the safety field."

## Ontario Benefits Raised

Ontario Workmen's Compensation Board payments to 33,000 injured workmen and pensions for 5,000 widows were raised effective July 1, following amendments to the Workmen's Compensation Act recently passed by the Ontario legislature.

Permanently disabled workers have had their benefits increased under a formula giving raises of 4 per cent to those injured between January, 1973 and June, 1974, 8 per cent to those injured in 1972, and 10 per cent to those injured in 1971. Workers injured before 1971 will receive the above 22 per cent plus 2 per cent for each year since the injury, to a maximum of 60 per cent.

The minimum payment for a permanent disability has been raised to \$260 a month, an increase of \$10. Compensation for temporary total disability has been increased to 75 per cent of an earning maximum of \$12,000, a \$2,000 increase in the maximum. As a result of other inflation-fighting amendments, the widow of a workman killed on the job will now receive her husband's full pension, and for the first time dependants will be able to receive more in benefits than the deceased worker's earnings.

Other changes in the Act: 1) full benefits will be paid to workers remunerated for light work, as long as they are looking for jobs or training for Board-suggested work; (2) full benefits will be paid to dependants of permanently totally-disabled pensioners who die of causes not related to injury; and (3) totally disabled pensioners will never receive less than their families would receive had they died.

It is expected the increase in benefits will cost employers—who pay premiums according to the nature of the industry, not as individual companies—an additional \$20 million annually, or about 8 per cent more.

## Second-class Citizens

Ontario public service employees says that province's Civil Service Association, are second-class citizens, lacking the right to strike or to negotiate issues other than wages.

The Civil Service Association of Ontario (CSAO) presented a 64 page brief to the Government last June in which it urged that the Crown Employees Collective Bargaining Act be amended from its current state as a "reactionary and discriminatory piece of legislation."

Ontario public service employees are denied full bargaining rights contends the brief, because the Act considers most non-monetary issues, such as pension, job classification, promotion and demotion, training and development, discipline and job security, to be within the right and purview of management.

The Act also makes compulsory arbitration the ultimate means of settling contract disputes. As well as denying the right to strike, this puts the more than 60,000 Ontario civil servants at an economic disadvantage, contends the brief. Statistics cited in the brief indicate that in 1967, Ontario government employees lagged 25 per cent behind their counterparts in both

public and private industry. From 1967 to 1974, while Ontario public servants' wages increased by an average of 63 per cent, workers under free collective bargaining received over 75 per cent more in wages; considering the 1967 lag of 25 per cent, declares the brief, the further 1967-74 slippage put Ontario civil servants behind 4.7 per cent.

Other changes suggested include: the restructuring of bargaining tribunals; the elimination of the Act's prohibition against union shops and against normal membership drives at the place of employment; the restructuring of the Public Service Grievance Board; and the extension to casual and temporary employees of the right to protection under collective bargaining.

An Ontario Cabinet Minister indicated on receipt of the brief that the Government is prepared to create a committee to study the issues raised by the CSAO submission.

### **New IR Release**

A book aimed at introducing industrial relations to high school and university students has been written by Professor Hem C. Jain, Chairman of the Division of Social Sciences and Business Administration at the University of New Brunswick at Saint John. The anticipated publication date is the fall of 1974.

The book contains papers, articles and opinions of many Canadian scholars and industrial relations practitioners on such topics as the direction and structure of the Canadian labour movement, labour legislation, the bargaining process, issues in contract administration, union-management conflict, and emerging industrial relations sectors. A synopsis of each article precedes each text, and questions for study and discussion follow the articles.

### **Canadian Autonomy**

Arguments about Canadian locals of international unions being dominated by American-based parent unions are "absurd," according to William P. Kelly, Assistant Deputy Minister, Industrial Relations, for the federal Department of Labour.

Speaking on July 11 to the annual convention of the Brotherhood of Maintenance of Way Employees in Denver, Colorado, Kelly said that it is the uninformed opponents of international unions who put forth such arguments. "I know and you know that this is absurd," he declared, "but sometimes I wonder if the rank-and-file member knows. I know that much of the rank-and-file criticism is unfounded. However, even discounting the vocal efforts of the malcontents and opportunists, there is an increasing demand for Canadian autonomy."

In Kelly's view, Canadian autonomy within international unions is an evolutionary process that will surpass the minimum standards for Canadian autonomy as established by the Canadian Labour Congress. He is confident the railway unions can meet the challenge of Canadian autonomy.

The rising nationalism in Canada is pro-Canadian, not anti-American, he said. International unions have been operating in Canada for 115 years, and Canadian labour owes much to the bi-national solidarity of labour; international unions have provided the money and the model for Canadian organization. "The predominant role played by international unions is a unique feature of the Canadian labour movement. In no other country of comparable industrial importance does this phenomenon exist."



## ...And Abroad

### Age Bias Prosecuted

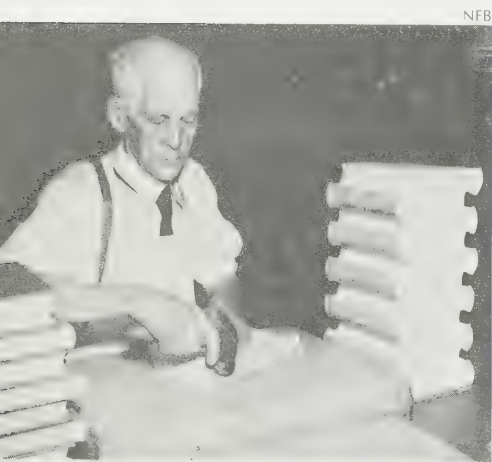
Springing into prominence in the U.S. is a six-year-old federal law against age bias in employment. One of the law's provisions forbids employers to fire an employee simply because he is over 40, or to refuse to hire him for the same reason. Now the U.S. Government is stepping up enforcement of the law.

The first warning came in May, when the Labor Department won an agreement from Standard Oil of California (SOCAL) to pay \$2 million in lost wages to 160 former employees who had been discharged between 1971 and 1973,

and to offer to rehire 120 of them. Involved were workers from eight western states whose former jobs ranged from assistant service station manager to senior executive.

It was the largest settlement ever made in the six-year history of the Age Discrimination in Employment Act, which until recently had been overshadowed by federal crack-downs on bias against women and racial minorities.

But the SOCAL case is only the start of a vigorous enforcement campaign to protect workers aged 40 to 65, who make up about 40 per cent of the total U.S. labor force. Labor Department officials predicted in June that another age discrimination case would produce a settlement five times as large as the Standard Oil settlement, but they would identify the employer only as a transportation company.



"One aim of these big back-pay awards," said Labor Department Solicitor William J. Kilberg, "is to make employers think twice before they fire older workers." His department expects to file a dozen cases over the next year and has some 400 cases pending in regional offices across the U.S. A special task force of lawyers has been appointed just to handle age bias cases.

Although the age-discrimination law has been on the books since 1967, it has not always been effectively enforced because of the inherent difficulty of providing that age was the critical factor in such situations. Frequently, the employer is able to plausibly explain that the older applicant was not as qualified as the younger one he hired or that the older worker dismissed was not as qualified as the younger one kept on.

Consequently, Labor Department officials have played down age discrimination, preferring instead to concentrate on cases involving women or members of minority groups. This emphasis has brought mounting success. Massive back-pay settlements awarded in such cases include \$15 million collected from American Telephone and Telegraph last year, \$30 million won in a second A. T&T consent decree filed May 30, and \$30.9 million collected recently from the major U.S. steel producers (LG, July, p. 461). In contrast, the largest back-pay settlement recorded before the Standard Oil case was \$250,000 awarded to 29 employees of Pan American World Airways in 1972.

Most of the other 200 age discrimination lawsuits filed since mid-1969 produced relatively small settlements or fizzled out entirely.



In the SOCAL case, a landmark in both the amount of money involved and the number of persons affected by the consent decree, the Labor Department accused a subsidiary of the company, Western Operations Inc., of discharging 160 employees solely because of their ages during a three-year period ended December 31, 1973. Company officials contended that they had done nothing wrong and that the layoffs were only part of normal attrition required because of declining business. Nevertheless, the company chose to sign the consent decree rather than fight.

The workers concerned were all between 40 and 65, and their salaries ranged from \$8,000 to \$40,000 a year. They will share in the \$2 million settlement in sums running from just under \$10,000 to more than \$50,000. These figures, said Labor Secretary Peter J. Brennan, show that age bias will cost employers money as well as wasted talent. Age discrimination, he asserted, "boosts our unemployment rate and swells the costs of unemployment compensation. It is also expensive for

employers. They are cheating themselves out of some of the best talent in America. And they do so because of myths and prejudices that have no basis in fact." Brennan noted that a number of recent studies show that "older workers are as competent and productive as younger workers, and sometimes more so."

But employers frequently have other reasons for firing or refusing to hire older workers. People in the 40-65 age group tend to earn higher wages, they tend to be vested in their pension rights or to be close to vesting, which boosts pension costs, explains Labor Department Solicitor William Kilberg. "And so it is often more profitable to dismiss the older rather than the younger worker." Some companies, according to the Department's legal chief, tend to dismiss workers over 40 in order to hire younger persons at lower wage scales.

Seniority clauses usually control layoffs in unionized companies; but, Kilberg stresses, unorganized companies must not take advantage of the cost differential by laying off their older employees. Unions and employment agencies also are barred from discriminating against persons in the 40-to-65 bracket on the basis of their age.

During the year ended June 30, 1973, inspections were made at 6,856 establishments, and violations found in 43 per cent of them. Under the 1967 statute, which covers employers of 25 or more persons, the Labour Department's Employment Standards Administration attempts to settle a complaint out of court as a first step.

During the 1972-73 fiscal year, for example, \$662,000 in back wages was paid to 304 workers without litigation. In addition, some 8,000 older workers were hired, rehired or promoted as a result of conciliation efforts. Most complaints involved single individuals or groups of no more than six persons.

### Too Old at 55

Although the average Japanese male has now attained a life expectancy of 70 years, 55 years continues to be the normal retirement age in Japan. Only the exceptionally able executive can expect to be kept on after he reaches the age of 57, according to a recent report in **The Economist**. The choice for the rest is enforced idleness or another job at less pay.

"Surveys show that 87 per cent choose the latter," said **The Economist**. "Another 10 per cent wish they could, especially as workers are generally not eligible to draw their pension until several years after normal retirement age, and the pension is not worth much when they get it.

"The system provides for a continuous, compulsory, across-the-board shake-out of staff and management in a country where promotion for all but the very top jobs is based on length of service rather than on merit," the magazine noted. "Many Japanese still think this is the secret of their above-average economic performance. Their corporate performance is based on teamwork rather than on any industrial rat race. In the big civil service departments, like the giant Ministry of International Trade and Industry, all the A-stream employees move on to

other jobs (usually in industry, but also sometimes in politics) actually before they reach 55. . . . The Government's top administrators are, in consequence, relatively young and vigorous. There is no accumulation of deadwood in the civil service." But the Economic Planning Agency and others have begun to question this conventional wisdom, observed **The Economist**. "They have recommended a general raising of the retirement age, but with little success so far."

Only 75 per cent of the retired manage to get another salaried or wage-earning job, reported the magazine. "The balance turn self-employed and pick up what they can if they can . . . The typical unwanted senior executive is kicked upstairs to the boards of subsidiary companies. For ordinary mortals, below that level, most companies operate what are described as either prolongation of service and/or retiring systems. . . . Most white-collar workers, and some blue-collar ones are kept on, but usually with diminished status, responsibilities and income. In more than three quarters of these post-retirement re-engagements, the worker has to accept demotion; 70 per cent of them have to take a pay cut, even when doing the same sort of work."

Upon reaching the mandatory retirement age, Japanese workers usually receive a lump sum (up to 50 months pay) from their employers, and the possibility of a small pension later on, normally not until after they are 65. There is a national superannuation scheme, but it requires 20 years contributions. Relatively few workers have yet qualified.

There are now two parallel labour markets in Japan, according to **The Economist**—for those above 55, where wages are almost invariably low, and for the young, where they are now at what the Economic Planning Agency describes as an unnecessarily high premium. In the old people's market, "labour is in everlasting excess supply, caused by the annual inflow of retired persons over the age of 50 who have an ample capacity to work, and the large number of those over the age of 60 who have insufficient pensions and desire to work." This situation appears to suit employers. "They can reallocate labour at around the age of 55 as they please, and are free to knock several per cent off average salaries at the same time. They are among the strongest opponents of later retirement."

### Shorter Workweek Controversial

Intense controversy appears to surround the accelerating trend toward a five-day workweek in Japan. According to a recent report by Richard Halloran in **The New York Times**, some businessmen, probably the majority, welcome the cut in the workweek from six days to five but do not know what to do with their extra day off. Others worry that the Japanese will lose their famed work ethic. Still others defend the additional time off as well-earned compensation due to them for years of hard work.

Recent surveys among labour, Halloran reports, showed that only 20 per cent of Japanese workers are really reluctant. At a shipyard in Nagasaki, management reportedly had to order workers off the job and close the gates for the first few weeks after the shorter week began because they showed up and insisted on working.

As this change progresses, Halloran notes, the Japanese will drop from the 48-hour, six-day week through the 44-hour, 5½-day week to a 40-hour, five-day week. These schedules are nominal, however, because many Japanese work overtime.

Last year, about a third of Japanese companies had some form of the five-day week, compared with 13 per cent the year before. Most employers start with every other Saturday off, then move to a regular two-day weekend. Today, some 55 per cent of all Japanese workers have a five-day week, compared with 36 per cent in 1972. By next year, the Government estimates the employees of all major enterprises will have a two-day weekend at least every other week, and by 1985, all employees will be on a five-day week. In addition—for the first time—all holidays that fall on a Sunday call for the following Monday off. The productivity of Japanese labour continues to rise, however; 1973 output per man-day was a record 20.1 per cent over that of the preceding year.

Although more and more people are being given extra time off—including longer annual vacations—it is not always possible for them to enjoy their holidays. A survey by the Ministry of International Trade and Industry, reports Halloran, came to the conclusion that "Japan is still in the initial stages of the leisure society." **Asahi Shimbun**, a leading newspaper, said in a recent editorial: "The scope and content of the options available in Japanese leisure are far too limited. The ordinary home is too small to hold weekend parties, and there are no public facilities where citizens can enjoy weekend sports."



"Even if a family finally decides to take a few days' trip," the newspaper went on, "it finds that the highways are congested, the trains are packed and the room charges have been jacked up at the hotels and inns. The environment does not permit the average Japanese to enjoy leisure in a carefree way. The upshot is that many find they have no choice but to lie around and watch television in their cramped rooms—thus passing away their leisure time in a most uncreative way."

### **Flextime Gains Converts**

Staggered and flexible working hours are growing increasingly popular in the U.S. All across the country, private businesses and government agencies are giving their employees considerable freedom to choose their own starting and quitting times.

Shell Oil, for example, offered more than 4,000 downtown Houston employees the option of coming in between 7 and 8 a.m. and leaving between 3.45 and 4.45 p.m. At Occidental Life Insurance Company's home office in Los Angeles, some 4,000 employees can pick their starting time between 7 and 9 a.m. Reports on the new hours showed an increase in worker productivity, and substantial savings in commuting time. Two thirds of the employees on a flexible hours plan at Hewlett-Packard in Paolo Alto have been showing up for work at 6.30 a.m. by choice. They may come in from 6.30 to 8.30 a.m., but find that the early arrival beats the rush hour traffic both morning and afternoon, leaves them more leisure time in the evening. Experiments involving flextime are under way in scores of other companies.

Government agencies at all levels are doing a lot of experimenting themselves. For example, the U.S. Civil Service Commission is monitoring a pilot project at the national headquarters of the Social Security Administration in Baltimore, where 370 employees are allowed to work any 8½-hour period in a 12-hour day running from 6.30 a.m. to 6.30 p.m., including a half-hour break for lunch. Reaction from employees so far has been favourable. Cited as benefits: Workers can adjust their schedules to suit their individual needs, they can keep medical, dental and other appointments without having to use sick leave or annual leave, they can avoid rush hour traffic.

"Some jobs are basically boring, and you can't do anything about it," remarked a personnel expert with the Civil Service Commission. "But if you give the employee greater control over his working environment, you may go a long way toward improving his job satisfaction and his performance." A report on an experiment among a group of library workers in Maryland noted a decline in the use of sick leave, improved morale, and better service to the public. Freedom given to city employees in Inglewood, California, to set up their own schedules led to a drastic reduction in sick leave and overtime. With the same number of employees, the city has expanded the number of hours in which municipal offices are open to the public.

Also gaining in popularity are programs to stagger daily working hours and to spread out morning and evening rush hours. New York City has launched a highly successful staggered-hours program with more than 200,000 workers in 400 firms participating. Surveys show that in three subway stations in the business district, peak volume has been reduced by

26 per cent. Traffic flow has improved in lobbies and elevators of buildings where hours are staggered. Philadelphia is another city that is trying a staggered-hours plan. More than 26,000 workers and 35 companies are involved. In Detroit, there is no co-ordinated program for staggering hours, but a number of companies are doing it in their own way. Chrysler, for instance, spreads the starting times at its Highland Park offices from 7.30 to 8.30 a.m. Similarly, General Motors has about 6,200 employees on starting times ranging from 7.45 to 8.30 a.m. Thousands of employees in other cities across the U.S. have been given off-rush-hour schedules designed to ease the traffic load on main arteries.

### **Jobs for Graduates**

Britain's graduates will have to look for "new areas of job opportunity" over the next decade, according to a manpower report published by the country's Department of Employment. By 1981, 1.4 million people, or 6 per cent of Britain's working population, will have a university degree, compared with 3 per cent in 1966. Because such traditional occupations as administration, accountancy, engineering and teaching will not be able to absorb all the extra graduates, many will have to make their way in less glamorous jobs. This will mean more female graduates taking secretarial or nursing careers, and more male graduates in clerical or technical jobs. But these jobs will be getting more complex in any case.

In other European countries and in North America, this trend has increased the demand for semi-professional or vocational degree courses. The manpower report reinforces the encouragement given by Education Minister Gerry Fowler to universities and polytechnics to start two-year higher education courses leading to a new qualification, the Diploma of Higher Education.

## UAW Convention

Leadership solidarity, reaffiliation in the AFL-CIO, and the split between skilled and unskilled workers were the major issues discussed at the United Auto Workers convention held in Los Angeles last June. For Canadian delegates, another important achievement was the conference's adoption of a ten-page "Program for Canada."

The longest and most controversial debate during the five-day annual convention surrounded a resolution amending the UAW constitution to provide for a convention every three years instead of every two years.

The major argument in favour of the triennial convention system was that the three-year term would coincide with major contracts negotiated on a three-year basis with the big three car manufacturers.

Another reason for the three-year amendment was that the President of the UAW, Leonard Woodcock, will be 65 in February, 1976, which is the UAW constitutional retirement age. A two-year convention would have meant a struggle for the union presidency at a time when the union would be getting ready for contract negotiations. Based on a three-year term, Woodcock would be president until 1977 and would automatically lead the 1976 collective bargaining.

Canadian delegates voted against the three-year term. Canadian Director and International Vice-President Dennis McDermott was among the minority on the international executive board opposed to the longer term.

The UAW, which represents some 1.5 million auto workers, also discussed the possibility of reaffiliating with the AFL-CIO. No decision was made at the convention, but it is expected that reaffiliation will be put forward again at the UAW's next convention in 1977.

Mr. Woodcock told the 3,000 delegates that it would be unwise to ask for any definite action from the convention because there were strong differences of opinion within the union and because there had been little opportunity to discuss affiliation.

In 1968, former UAW president Walter Reuther led the union out of the AFL-CIO because of basic differences in personality and philosophy between the two. The UAW had objected to AFL-CIO President George Meaney's domination of the federation.

Dissident skilled tradesmen at the convention failed to win consideration for a constitutional change that would give them a greater voice in contract ratification. In the UAW, as in most industrial unions, the skilled are a small but articulate minority, who earn top wages but have interests different to those of the semi-skilled and unskilled members, who are in the majority.

The skilled tradesmen had threatened to leave the UAW in 1966 to join the independent International Society of Skilled Trades. To stop the move, the UAW at its last convention amended its constitution to permit them to vote separately on contract ratifications. Most skilled members assumed that this would give them veto power over contracts whose terms they considered unsatisfactory.

In the 1973 UAW contract, the skilled members of the union disagreed with clauses concerning voluntary overtime. It was decided by the Unions Public Review Board, an arbitration panel set up to handle internal disputes, that the skilled workers did not have veto power. The union has the power to declare a contract ratified even if a majority of members have rejected it.

The Canadian delegation to the convention adopted a ten-page program for Canada in favour of militant economic nationalism. The delegates asked that the Canadian Government establish a Crown Corporation in the petroleum industry, that there be a halt within two years to exports of crude oil from Canada, that measures be taken to require the processing of Canadian raw materials in Canada, and that another Crown Corporation be created to compete with private drug and pharmaceutical companies.

The Canadian members also passed a resolution stating that workers should not be required to contribute to insurance for unemployment because they are not responsible for it.

"Unemployment is a state responsibility," said Canadian Director McDermott. "Therefore, unemployment insurance should not be handled in the same manner as private insurance plans. The government's monetary and fiscal policies get us into trouble, and then it taxes the workers in order to provide financial relief for the unemployed."

# FEEDBACK

## Arbitration Series

I would like to comment on the article, "The Alternatives to Confrontation are the Responsibility of Union and Management," by John Munro, Minister of Labour (June). The title implies that the Department of Labour has no plans for proposing alternative labour relations legislation which would provide guidelines for settlement of disputes through some form of arbitration. In fact, Mr. Munro makes it clear that he personally does not see this as necessary or desirable.

Meanwhile, there are groups of employees for whom the use of the sanctions available under existing legislation would be ineffective, owing to the likelihood of their being ordered back to work as being essential to public service. These groups are reluctant to opt for voluntary arbitration because of the prevailing attitude that results are inevitably less than original expectations.

Arbitrators tend to regard current practice as an everlasting precedent, and seek to walk a middle road between two positions, both of which must be regarded as being more or less unreasonable. Knowing this to be so, the parties tend to start from an unreasonable and unattainable position. The resulting reward must always be disappointing for the rank and file members of the bargaining group, as they are encouraged to expect more than can possibly be gained.

What is needed is an alternative process that forces the parties to negotiate through a similar fear of consequences as is present in traditional strike and lockout threats. Conventional arbitration has always been regarded as a means of breaking a deadlock—not as a means of forcing the parties to negotiate through fear of consequences. Therefore, it fails to create the necessary atmosphere.

Final-offer selection is not, as many people currently perceive it to be, simply a form of arbitration. It is a method of forcing parties to negotiate for fear of consequences.

If negotiations break down, a mediator, who will also act as the final arbitrator, is brought in. During this mediation phase he becomes familiar with all relevant details of the items in dispute, and, from his attempts at mediation, both parties will perceive his feelings relative to all outstanding items. If he fails to achieve a settlement, both parties will be required to present their final offer, comprising only those unresolved items that have been fully debated before him. Because both parties should have identified the position of the mediator on all items, there will be a tendency to approach this phase with fear of including an item that will prove unacceptable, as the other party's final offer would then most probably be accepted.

The fear of gambling under these circumstances will achieve one of two results: a settlement at the negotiating table, or the presentation of final offers that should be much closer than would be the case under conventional arbitration. Unless they have a very unreasonable position (in which case they have only themselves to blame), a losing side should not feel unduly frustrated, for either final offer should provide a workable contract.

There have been experiments with the concept, as the minister rightly points out. In no instance of which I am aware has the procedure outlined above been fully tested. Regarding one of the trials to which he referred, we believe that it simply does not make sense to bring in an arbitrator to select between two final offers only at the stage of ultimate deadlock between the parties.



What of the arbitrators whose reputations have usually been dependent upon satisfactory compromise? Under final-offer selection, reputation would be less dependent upon judicious selection of the most reasonable final package, and more on a proven ability to achieve agreement before reaching this final stage of the process.

Finally, what of the members of the bargaining group? Is the strike weapon being used as a safety valve for general dissatisfaction, as has been suggested? If so, final-offer selection would focus the attention and responsibility where it rightly belongs—on the negotiating parties—and would force them to deal more honestly with the real, underlying problems.

What is required is a trial of this concept under precisely agreed procedures and conditions. There must be safeguards against possible abuse, as every system has its

weaknesses. The Department of Labour has a responsibility to more thoroughly examine and encourage trials of this concept with a view to proposing legislation to establish the alternative that everyone says they are seeking for those in essential services.

J. E. Wilson, P. Eng.,  
President, The Federation of  
Engineering  
and Scientific Associations,  
Toronto, Ontario.

## **A Fine Effort**

As a frequent critic of The Labour Gazette, I am only too pleased to now offer my congratulations on the excellent job done by George Sanderson in his article "The Sweatshop Legacy" in the June 1974 issue.

In my opinion his article is not only well researched and put together but is a fine example of the kind of material that The Labour Gazette should be carrying in its pages on a continuing basis.

Mr. Sanderson and the Gazette staff are to be commended for this fine effort.

K. R. Robinson,  
Public Relations Director (Canada),  
United Steelworkers of America.

## Arbitration in Essential Industries

# STRIKES AND THEIR ALTERNATIVES IN ESSENTIAL SERVICES

by JOHN CRISPO  
Dean, Faculty of Management Studies  
University of Toronto

It is an intriguing privilege for me to conclude this series of seven articles on the subject of arbitration as a substitute for strikes in the resolution of union-management disputes in essential services. (Because lockouts can prove just as disruptive as strikes, wherever the term "strikes" or its equivalent is used in this article, it should be read to include lockouts as well. Both strikes and lockouts can, of course, be caused or instigated by either union or management.)

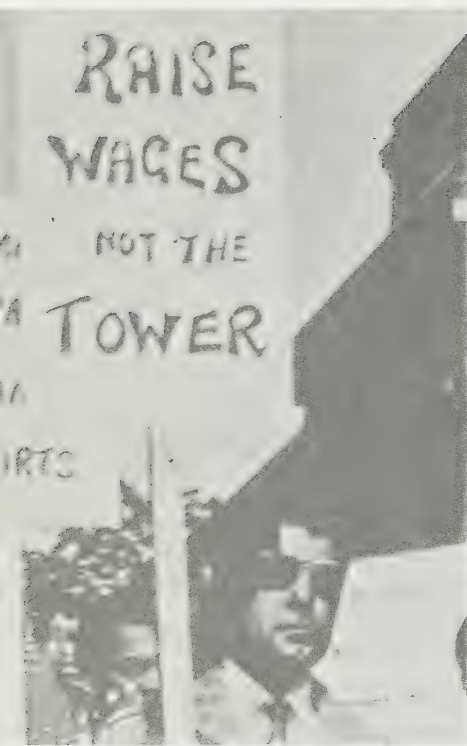
The easy way out, of course, would be simply to comment critically on the previous contributions, and leave it at that. Aside from serving little useful purpose, however, such an exercise runs counter to my nature. Thus, instead of merely summarizing the previous articles, mine will offer an overview of the issues involved, drawing upon the

earlier essays only where they come down strongly for or against the positions I advance.

This article will first attempt to place the public interest in strikes in perspective. Then it will highlight the standard arguments raised for and against compulsory arbitration—the process that the ill-informed so often advocate to replace strikes. Next, it will deal with the common call for more experimentation and innovation in the search for alternatives to strikes. Finally, it will raise the case for a Public Interest Disputes Commission, as was done several years ago by the Prime Minister's Task Force on Labour Relations, (LG 1969, p. 269) following another spate of strikes that caused a great deal of public anguish and consternation.

### The Public Interest

As well as its usually unappreciated interest in the preservation of the existing collective bargaining system, and its concern about the system's substantive results in the form of wages, fringe benefits and working conditions, the public has a legitimate interest in union-management conflict. Reflecting this interest, the public has been evidencing mounting concern about lost time caused by strikes, and the inconvenience and hardship they sometimes occasion. Largely as a result of this concern, collective bargaining, like so many other important institutions in Canadian society, is in considerable trouble.



Williams Bros. Photographers

Despite the frequency with which they seem to hit the headlines, strikes are not the main cause of lost working time. Everyday labour turnover, and absenteeism owing to illness and accident, cost Canada's economy far more lost time than do strikes."

Writing from an obvious management point of view, but none the less expressing what may be some basic public truths, the CMA's W.H. Wightman undercuts both of the Minister's previous points ("Is Arbitration a Technique Whose Time Has Come?" LG, July, p. 481). On the first, Wightman asserts, somewhat caustically: "The public is equally disenchanted by assurances that 'more than 95 per cent of all contracts are successfully negotiated without a strike.' This is another statistical truism that reminds us that some people use statistics as a drunk uses a lamppost—more for support than illumination! The mere fact that a settlement has been reached tells us nothing about the quality of the agreement. A good many settlements do make sense from the viewpoints of both unions and management; but no settlement can be regarded as good merely because a strike was avoided, if the price of avoiding that strike was capitulation by either party."

On the Minister's second point, Wightman is also relatively brief and to the point: "Perhaps the public is more aware of what has been accomplished than we think. Perhaps this is why the public is more insistent than ever that we find ways of resolving public interest disputes without resorting to strikes. Whenever we discuss what has been accomplished, we had

better avoid trying to fool the public by lightly dismissing the seriousness of our strike record with glib phrases like 'more time is lost through accidents and sickness than through strikes.' The public knows that everyone in the shop doesn't come down with appendicitis or broken legs at the same time, and that, for this reason, it is possible to plan for the contingencies of accidents and sickness without shutting down an entire operation."

Public opinion has also seemingly been unassuaged by the fact that, aside from itself, the major parties involved—unions, management and government—with few exceptions believe that strikes or the threat of strikes are an essential ingredient in the collective bargaining process. Save for Wightman's accurate reflection of management's strong opposition to strikes in the public service—whether involving an essential service or not—the theme running through all of the previous articles in this series has been that strikes are an essential and indispensable part of the collective bargaining process.

I share this view—but not only because the strike, or the threat of a strike, is the catalyst that usually leads both sides to accommodate their differences. In addition, on a broader and perhaps more philosophical plane, it's difficult to imagine a free society that wouldn't tolerate strikes, even in the public service. Indeed, there are few, if any, such societies left in the world.

And yet, all of this seems to mean precious little to the proverbial man in the street, whom the polls show to be increasingly fed up with

Public annoyance about time lost because of strikes cannot be lightly brushed aside. Although he qualifies his views later on in his article, ("The Alternatives to Confrontation are the Responsibility of Labour and Management," LG, Feb., p. 255) John Munro, the Minister of Labour, resorts to some of the typical, factually true, but usually misleading arguments that are so often cited in attempts to define public opinion about strikes.

Munro's second paragraph reads: "Despite what the media would have us believe, collective bargaining has had a successful record in promoting harmony and stability in Canadian industrial relations. For every union-management dispute that culminates in a strike, there are dozens more that are settled peaceably.



the disruptions growing out of labour disputes. The public clearly wants to see some action taken, either by the parties themselves or by government, to reduce the incidence of such disruptions. Before turning to what some of the more viable of these actions might be, however, it is important to recognize the major reasons why one of the main preoccupations in this area—namely, compulsory arbitration—simply will not solve the problem.

### Compulsory Arbitration

In general terms, the case for compulsory arbitration rests not only on the assumption that it would eliminate industrial conflict (which it has not accomplished elsewhere—particularly not in Australia, where this approach has long been championed but is now in serious trouble) but also on the belief that it would lead to more equity, fairness and justice—if not in the total distribution of income, at least in labour's share of it.

Additionally, there is the notion that, in the public service, more essential services are involved, and that it is really the public that is being blackmailed and held up for ransom. Offsetting these arguments in favour of compulsory arbitration in the public service is the point that, by submitting unresolved disputes with their employees to arbitration, governments abdicate control over a major component of their public spending—namely, the wages and salaries of the legions of functionaries they normally employ.

This problem of abdication was well brought out in the article by Paul Phillips of the University of Manitoba ("Are We Being Railroaded into Arbitration?" LG, May, p. 331), particularly in relation to the Common Front confronta-

tion in Québec a few years ago. Phillips writes: "One final observation to be made is that governments are exceedingly jealous of their right to determine economic and fiscal policy. This means that they are not eager to delegate to an independent board or person the right, without constraint, to determine a significant segment of the public budget. Faced with the Common Front strike of two years ago, the Government of Québec was unwilling to refer the dispute to arbitration, because to do so would have been to allow an independent body to determine disbursement of over half the provincial budget."

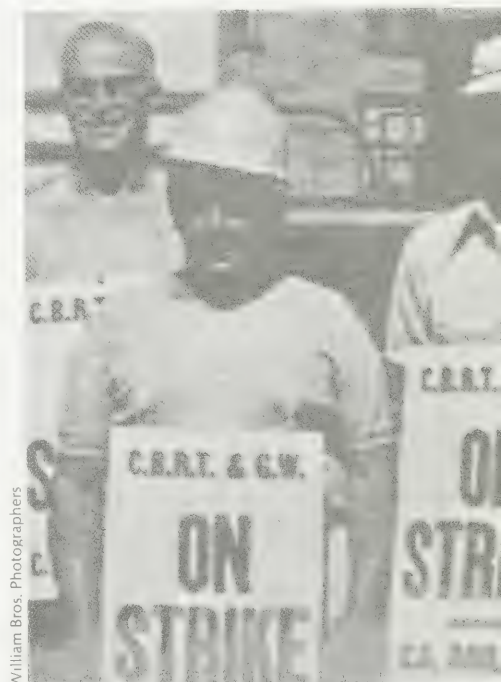
To be completely fair to the advocates of compulsory arbitration, it is well to let them speak for themselves. Although J. C. Anderson of the CPR cites some points in its favour in his article ("Why Should Strikes Continue to be the Final Test of Strength?" LG, May, p. 326), Wightman comes on strongest on the subject of the relationship between compulsory arbitration and public service disputes. Writing in that context Wightman has this to say:

"Growing numbers of people are convinced, however, that there is a more limited goal that can be reached. If we: (1) start from the premise that employees who are denied use of the strike weapon must be provided with a guarantee that their wages and working conditions will not suffer in comparison with those obtained for comparable work performed by those who can strike; (2) mandate adjudicators accordingly, and provide them with realistic criteria against which to measure the equity of an award; (3) provide adjudicators with sound data from

a source in which the parties have mutual confidence; (4) ensure that we have maintained a large sector of the economy in which bargaining reflects the realities of the market place, and may include the ultimate use of the strike; (5) ensure that the process of determining increases is not bogged down with procedural delays; and (6) take steps to carefully define the groups to whom the procedure should apply—then many people could likely be convinced that such a procedure will yield far more equitable settlements than are likely to result from a system that too often yields to political expediency."

I am opposed to standing compulsory arbitration in all spheres, except on an ad hoc basis when all else fails and the public's health, safety or welfare are in jeopardy. My reasons for taking such a strong position against this supposed panacea have been stated earlier (in June 1973 issue of **Canadian Public Administration**) in a form and manner that I am unable to improve upon for this occasion:

"In any event, it is well to be aware of the flaws that continue to



plague compulsory arbitration and more than offset its simplistic attraction as an allegedly just means of resolving disputes between governments and their employees, without harming the public. These flaws are so many and serious that it is difficult to know where to begin. There is, of course, the problem of deciding who is going to play God, and for how long. Employers naturally prefer judges, because of their tendency to look to the past and favour the status quo. Unions usually would rather take a chance on an academic, if only because that profession's tendency is to favour innovation for the sake of innovation. A panel of citizens drawn much like a jury would probably make more sense than members of either the judiciary or academia.



"How long a compulsorily appointed arbitrator or arbitration panel should be imposed on the parties is also debatable. If serving on an ad hoc basis, the arbitrator or arbitration panel may be too accommodative in framing an award, if only to enhance the likelihood of being utilized in similar cases again, through not inciting too much wrath on either side. If serving on a continuing basis, the arbitrator or arbitration panel may become too normative in framing awards, thereby losing the confidence of one or both parties and undermining whatever acceptance there may be of the arbitral process. As in the case of so many other dilemmas associated with the imposition of compulsory arbitration, there is no easy answer to the question of how long an arbitrator or arbitration panel should serve.

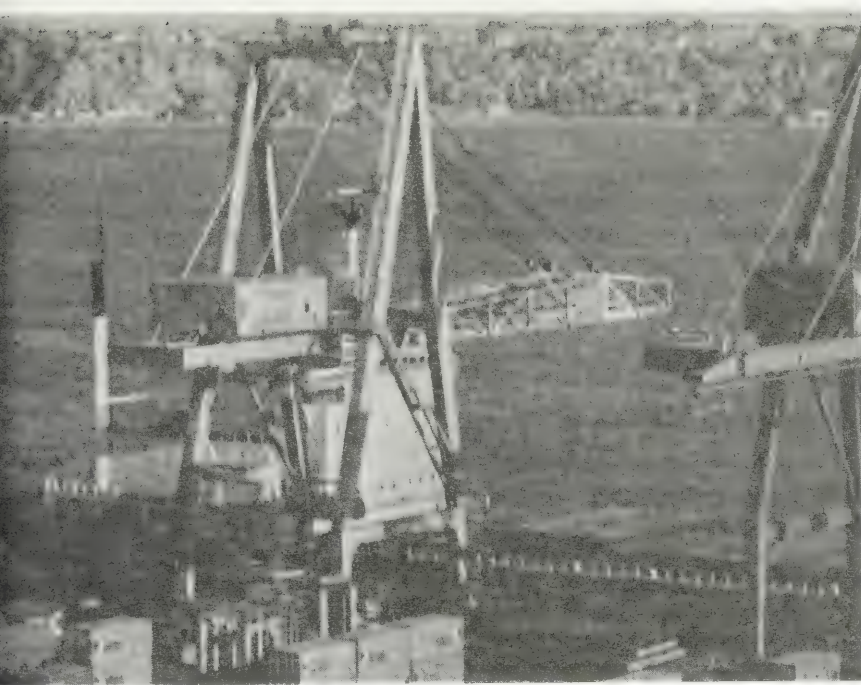
"Once selected, and for however long, there is the question of the criteria on which the arbitrators should rely. In this respect the federal Public Service Staff Relations Act is usually held up as the model. It mentions several economic and/or equity considerations, plus 'any other factor that to it (the arbitration tribunal) appears to be relevant to the matter in dispute.' If nothing else, the latter criterion provides the arbitrators with ample latitude to ensure their future acceptability. If there were really some objective criteria on which to rely, and the relevant data were fully available, it might even be possible to computerize the whole process. Although injected here in jest, the latter lapse from reality, ridiculous as it may seem, is not that out of place in the context of the forlorn search for an elusive set of criteria that are supposed to provide the unchallenged basis for acceptable awards

decreed by a third party. The only thing that makes this exercise tolerable at the federal level is that affected groups of workers can, through their bargaining agents, opt for the strike route, if disenchanted with the results of the arbitration they have voluntarily accepted.

"Turning to an even more telling drawback of compulsory arbitration, there is its effect on the collective bargaining process. It stands to reason that, unless the parties are in a clear-cut, pattern-following situation, they will be cautious about engaging in anything like good-faith bargaining, lest their position be further compromised if and when they are forced to arbitration. To put it another way, there is a strong inducement on both sides to hold back something for the anticipated trading-off process that almost inevitably occurs in arbitration. Needless to say, this is hardly conducive to effective resolution of disputes through collective bargaining.

"Forced-choice or one-or-other arbitration, or, to put it in its most appealing terms, 'final-offer selection,' is designed, in part, to get around this problem. Since the arbitrators under this system can choose only between the final and most reasonable positions of the parties on each of the outstanding issues, the presumption is that the normal corrosive effect of standing compulsory arbitration on the bargaining process will be alleviated, if not eliminated in its entirety. There appears to be considerable validity to this point of view, although it can give rise to a serious dilemma of its own if the arbitrators are left with a choice between what they believe to be equally outlandish and untenable positions.





C.P. Ships

"Compulsory arbitration can also have a very undesirable effect on union leaders and their decision-making processes. If union leaders know that arbitration is automatically the final step in the event of an impasse, they may choose to avoid the difficult decisions that they are forced to face when contemplating strike action. Even then, union leaders are running into increasing difficulty in managing the trade-offs among different factions of their membership, as the eleventh hour approaches. None the less, when settlement and strike are the only alternatives, they have to compromise some of their members' demands in favour of others. This unpopular process can be avoided, when arbitration is at the end of the line, by placing all the various groups' demands before the arbitrators, thereby forcing them to

make the nasty decisions and take the blame for them. This is why arbitration tends to undermine responsible union decision making, and appeals in difficult situations to union leaders who want to avoid the political consequences of making any charged decisions. Again, forced-choice, one-or-other arbitration, or final-offer selection would help alleviate the problem, though not without costs of its own.

"Other problems stemming from the resort to compulsory arbitration are somewhat philosophical or psychological in nature. One relates to the question of whether an award or decree can ever be as satisfactory as an agreement or compromise, even when one or the other party has got the better of the bargain. In the vast majority of cases, the author suspects the answer to this question would have to be in the negative, although the

point is clearly debatable. Similar difficulties arise in discussion of the physiological or safety-valve aspects of a work stoppage, regardless of which side induces it. The nature of much work today is such as to build up inevitable frustrations which must find a release. Individually, this release, probably more often than not, takes the form of excess absenteeism. Periodically, however, it is bound to manifest itself in collective forms, the least harmful of which is probably a good old-fashioned strike in the course of resolving a contract dispute.

"Also to be touched on is the equity, or rather inequity, involved in subjecting some groups' pay, benefits and working conditions to arbitration while not so constraining those of others. Presumably, the stock answer here, as in many other areas, is that if one chooses to work for the government, one gives up certain prerogatives and rights enjoyed by other citizens. The author shares the view, which he believes is held by increasing numbers of civil servants, that such a distinction is no longer acceptable as valid, if it ever was.

"Last, but not least, is the risk of defiance by civil servants confronted by a wholesale ban on strikes in favour of compulsory arbitration. Some will stand by the rule of law and refuse even to discuss this argument, on the ground that to avoid passing laws because they may not be respected is to ignore the merits of the case. More practically and pragmatically, there is the issue of acceptability, which is not to be ignored if law and order in general are to be preserved. At a minimum, one must consider whether a statute is enforceable, which clearly becomes questionable when there is a serious threat of massive disenchantment."



To wrap up the argument against compulsory arbitration, it is instructive to cite Paul Phillips' most illuminating, perceptive and realistic point: "Acceptance of compulsory arbitration as a means of settling disputes in the public sector lasts only as long as the awards themselves are basically acceptable to the employees."

### Experimentation and Innovation

If standing compulsory arbitration is not the answer, and strikes cannot be eliminated, what can be done to begin satisfying the public that the search is on for a better way? Clearly, as all the foregoing contributors have stressed, there must be more experimentation and innovation in this field. The problem is to decide how to begin, and with which parties.

In part, this must depend on the special needs of the parties themselves, as Bill Mahoney's article demonstrates with regard to the Experimental Negotiating Agreement between the United

Steelworkers of America and the major American steel producers. ("In a Free Society There Are No Alternatives to the Right to Strike," LG, July, p. 467). In part, it also depends on the degree of deterioration in an industry's industrial relations and the significance of that deterioration for society as a whole. This explains why so much emphasis is being placed on the promotion of voluntary arbitration in the Canadian railway industry. But, to paraphrase Paul Phillips on this situation, the end result may at best be induced voluntary arbitration, which is only a small step short of compulsory arbitration. Nevertheless, one would like to see some experimentation with voluntary arbitration, and the railways would be as good a place to start as anywhere.

No matter where it is tried, however, voluntary arbitration would have a much greater chance of success if it were accompanied by some of the improvements Bill Wightman calls for—particularly that of joint union-management

supervision over the gathering of dispute data that will ultimately be placed before an arbitrator in the event of a failure by union and management to draw a common conclusion from that data. The very process of working up such material together could prove salutary, and perhaps even serve to obviate the need for an arbitrator to pass judgment upon it.

Short of any form of arbitration, fact finding may still have a role. Canada's traditional conciliation board procedures incorporated such a role in the basic responsibilities of boards, but, usually board members have done little more than rely on the briefs and representations of contending parties—hardly the most detached and objective sources of factual information. Infrequent and well-timed use of fact-finding commissions, backed by expert opinion, as well as the views of the contending parties, might prove as useful in Canada as it has in the United States. Provision for inquiry commissioners already exists in a number of the applicable labour relations statutes, and judicious and sparing use of their talents could prove helpful.

Much can be said also for preventive mediation that is designed to get at underlying problems before they blow up during formal negotiations. Department of Labour specialists have made advances along these lines in some federal industries, and further exploration of their potential is both desirable and necessary. It would be wise, however, to avoid the pitfall of allowing preventive mediation to become a mere catch-phrase, with the technique adding little or nothing of substance to effective dispute settlement procedures.



Mediation-arbitration, or “med-arb” as it is now known in the trade, also has much to commend it in some situations. Anderson described how this process might work in the railway negotiations, and he cited some of the advantages and disadvantages that could flow from its application therein:

“Serious consideration should be given to combining the role of mediator with that of arbitrator. Mediation is currently an informal, voluntary, stage in the railway collective bargaining framework. The role of the mediator could be combined with that of arbitrator, should the dispute demand it. But no doubt the availability of a skilled mediator for an extended period of time is a major difficulty.

“Should the parties fail to reach an agreement in free bargaining, a mediator could, on the basis of his judgment, and in consultation with the parties, assume the role of arbitrator, with authority to resolve all matters in dispute.

“This approach would ensure that the arbitrator understand the social, economic and technological fabric of the industry. It would also link the function of arbitration to the goal of building a long-term maturity into the collective bargaining relationship. From the standpoint of good industrial relations, this last advantage may be the most important.”

Not to be neglected in any discussion of experimentation and innovation in union-management dispute resolution is the notion of forced-choice or one-or-other arbitration or final-offer selection—the name chosen tending to

correspond with one’s views on this comparatively new idea. In the following passage the Minister of Labour explains the process and raises the usual objections to it:

“In this context, I would like to discuss certain arbitration proposals currently attracting public attention in North America. One of these is called, variously, ‘final-offer selection’, ‘fixed choice’, ‘best offer’, or ‘all-or-nothing’ arbitration. Skeptics of the concept are inclined to refer to it as ‘Russian roulette’. The name changes, but the basic idea is clear: The arbitrator has to choose, as his award, the final offer of either union or management—and he must choose the one he regards as more likely to produce a reasonable settlement.

“The theoretical purpose of this procedure is to limit the adverse effects that arbitration is reputed to exert on the collective bargaining system. The premise advanced is that, by compelling management and union to make their bargaining offers reasonable, the likelihood of voluntary settlement is increased. Because the arbitrator’s award may neither omit nor change any items in the final offer, the prospect of being saddled with the other party’s offer tends to considerably enhance the reasonableness of the proposals made by both sides.

“Some variations of this procedure permit final offers to cover only those items still in dispute, rather than the total contract package. Others provide for forms of mediation and item amendment while a dispute is under arbitration, but before the award is made. Still others call for an item-by-item award, whereby the arbitrator breaks the package down, awarding individual items on the basis of each party’s last offer.

“Although it is not new, the ‘final offer’ concept is of current interest, and has appeared in proposed legislation both in the United States and in one Canadian province. It is reported to have been tried, briefly and unsuccessfully, in Germany in the 1920s, and more recently, in Victoria, Australia. Two municipalities in the U.S. have experimented with it, as has the University of Alberta in negotiations between its Board of Governors and academic staff.

“The question can be legitimately raised: Does the ‘winner-take-all’ principle make for discontented losers, unwilling to live with what they regard as an unworkable contract? Frustration is no basis for industrial peace. A workable agreement is a set of agreed compromises, and if an arbitrator is forced to select between packages, he is in no position to assist in compromises. To have to select only between unresolved items may be to ignore the realities of bargaining and trade-offs, and to approach a satisfactory package only by chance.”

Despite Munro’s misgivings and reservations, some variation of mediation-final-offer selection on an issue-by-issue basis might be tried in the railway situation where there seems to be little to lose, if one is to judge by Ed Finn’s and Paul Phillips’ comments—and, to a lesser extent, those of J.C. Anderson. A skilled mediator-final-offer selector might well accomplish a great deal in that setting, without ever having to select anything.

But, lurking in the background in that sour industrial relations scene will still remain the fragmentation and political machinations of the unions, and the inability of the railways to manage their own





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affairs in the critical area of rate-setting, for the Government has chosen to violate the spirit, if not the letter of its own amended National Transportation Act, which was to have given the railways the freedom to operate much as would any other industry in the field of price determination.

### Disputes Commission

As the case has already been made for a Public Interests Disputes Commission by the Prime Minister's Task Force on Labour Relations, of which I was a member, some extracts from its Report will suffice to make the thinking behind it clear:

"We recommend that there be created a three-man Public Interest Disputes Commission, independent of any government department, reporting to the Prime Minister, and composed of public members only. . .

"The Commission would have two major functions. The first relates to determining special procedures for resolving industrial disputes in industries in the federal jurisdiction which, because of their record of industrial relations, are prone to disputes which are likely to jeopardize the public interest. The second function relates to the handling of actual disputes in any industry under federal jurisdiction where the public interest is threatened. . .

"We therefore recommend that, in a dispute where normal or special procedures break down or are exhausted without effecting a settlement, the Public Interest Disputes Commission be available at the request of the Government to advise on the dangers to the public of a particular work stoppage. In any dispute, whether or not it is covered by special procedure, the Government should

also have power, at a point which it considers timely, to request a report recommending a further ad hoc procedure for terminating the dispute in the event of an actual work stoppage. Here the Commission would be at liberty to consider the merits of seizure, trusteeship, partial operation, statutory strike and compulsory arbitration, in addition to the procedures listed earlier or, indeed, anything else.

"The report would be a public document, and could recommend alternative procedures. The Government would then act in the political arena as it saw fit. The political arena could be Parliament or it could be the executive of the Government acting by Order in Council under authority of an Act of Parliament.

"The advantage of the executive forum is private consultation and speed. The disadvantage is that a political decision would be taken by executive action with potential overtones of authoritarianism. The advantage of the parliamentary forum is that action would be taken by the main instrumentality of parliamentary democracy, with opportunity for debate and for all parliamentary parties to take a public position on the merits of the proposed action before it is implemented. An Act of Parliament promulgated after a public viewing and a full debate on the range of interests to be reconciled and alternative methods for solution may well be more conducive to acceptability than an executive order. We favour the retention of this reserve power in the sovereign authority of Parliament. In our view only Parliament should have power to impose an end to a strike or lockout."



The dismaying aspect of the foregoing part of the Task Force's report for present purposes is how summarily it was rejected. In part, this rejection reflected the personality of the then Minister of Labour, Bryce Mackasey, who loved to intervene in major federal disputes at the last, most settlement-prone moment, and who did not want any independent tribunal interfering in his own highly prized mediation efforts. Mackasey was joined in this view by senior officials of the federal Department of Labour, who saw such a commission as a threat to the Department's continual role in dispute resolution. For these, and doubtless other well-argued reasons, the idea of a public interest disputes commission was dismissed almost out of hand.

Although I have experienced various ups and downs in my thinking about the commission envisaged by the Task Force, my views are currently on the upswing. Properly manned, placed above politics, and given a free hand to offer advice and counsel in both alleged emergency situations and in sick industrial relations settings, such a commission could play an extremely useful role in proposing and precipitating experimentation and innovation in the field of collective bargaining.

### An Approach to the Problem

The public is upset about the current condition of Canada's industrial relations scene, and this response means that the politicians may not be able to resist the temptation to do something about it. What should be uppermost in their minds is that there are no easy or pat answers to strikes or any other problems in the field of industrial relations. Certainly

standing compulsory arbitration is anything but a panacea in this troublesome area, despite what so many uninformed editorial writers and commentators have to say on the subject.

There are several keys to an intelligent approach to the problem of strikes. For example, it's extremely difficult to designate any industry as "essential." As John Munro stated it:

"More and more frequently, the public is asking for a definition of what constitutes an 'essential industry.' We could argue that there are emergency situations, rather than essential industries. Not long ago, in London, England, burned-out traffic lights were not replaced, and traffic ground to a halt. The reason? The light-bulb changers were on strike. Would anyone, before the event, have defined light-bulb changing as an 'essential industry?' Nevertheless, a national strike in that industry tied up an estimated \$800,000,000 worth of construction across the country, created serious problems in hospitals and nursing homes, and caused great inconveniences for many people.

"These illustrations should suffice to demonstrate that, before we can settle on a definition of 'essential industry,' we must take into account a number of variables. If we try to define what industries are essential, where does the list end? . . ."

Even in situations in which an essential service is threatened, the extent and length of shutdown are critical variables in the determination of the point at which real public harm is being done, and of what should be done about this.

Another factor to be borne in mind is that doubt and uncertainty are important when it comes to dispute resolution strategies and techniques. As Canada's experience with years of compulsory conciliation has demonstrated, there is a marked tendency among contesting parties to allow for this procedure in their never-ending



manoeuvring for position. Lack of such doubt and uncertainty is naturally one of the aspects of standing compulsory arbitration that renders it such a facile and futile answer.

Related to the previous point is the need for Government to retain flexibility and freedom in the area of dispute resolution. This is where the presence of a public interest disputes commission could again play such a useful part. Although strictly advisory in nature, it could be asked to state its views, not only on the degree of public harm involved in a particular strike, but also on the choice of procedures and techniques that might be employed in a given situation. The final determination in all of these respects must and should rest with Parliament—or, in its absence, the Cabinet, subject to approval of its actions by Parliament within, say, a 60-day period.

Finally, as an academic, it would seem appropriate for me to conclude the final article in this series on an educational note. Strikers are not only part and parcel of the Canadian collective bargaining process; they are also part of the total socio-economic-political framework within which Canada operates. This is a fact that should be emphasized above all others, for it is one about which the public needs constant reminding if we are not to precipitate purported answers that cause more problems than they solve.

This is the concluding article in the series *Arbitration in Essential Industries*. The seven articles are being reprinted under one cover. Copies of the reprint will be available, in about six weeks, from **The Labour Gazette**, Canada Department of Labour, 340 Laurier Avenue West, Ottawa K1A 0J2.



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# THE FARM WORKER RESPONSE TO THE TEAMSTER CHALLENGE

by JOHN BANK

The major problem with Norman Gillan's July response to my article, "Cesar Chavez and the Grape Boycott in Canada" (LG, Feb., p. 114) is his apparent lack of knowledge of the history of the current drive to organize America's 2,750,000 farm workers into a national union of their own.

Hardly had Mr. Gillan begun his challenge, when he stated: "By now, we are all familiar with Cesar Chavez's entry into the fields. It was done by a boycott of lettuce." On the contrary, Chavez's entry into the fields occurred in 1962, when he and his wife, Helen, began crisscrossing the agricultural valleys of California to enlist family farm workers into the National Farm Workers Association, a forerunner of the United Farm Workers of America, AFL-CIO. The first contracts signed under Chavez's leadership of the farm workers union were in the wine grape industry in the late 60s.

In 1970, 85 per cent of the California table grape industry, compelled by an international boycott of grapes, signed three-year contracts with the United Farm Workers. That same summer, three major lettuce growers—including the largest, Inter Harvest, a division of United Brands—signed contracts with the UFW.

These three lettuce growers had earlier been a part of a large block of 170 California lettuce growers who signed agreements with the Western Conference of Teamsters to head off an organizing drive by the United Farm Workers. Under pressure of a lettuce strike during August and September 1970, Inter Harvest and the other two lettuce growers reconsidered their position, cancelled their Teamster contracts, held elections for their workers, and signed new contracts with the union chosen by the workers—the UFW. The remaining 167 growers retained their contracts with the Teamsters, and used the local courts to invoke the Jurisdictional Strike Act of the State

of California to have the UFW lettuce strike stopped on September 16, 1970. Two and a half years later, however (on October 29, 1972), the California Supreme Court, in a 6-to-1 judgment in the *Englund vs. Chavez* case, overturned the September 16, 1970 injunction, and made these three major points about the Teamster lettuce contracts: (1) "It appears clear that, by mid-August (1970), at least a substantial number, and probably a majority, of field workers desired to be represented by the UFW and expressed no desire to have the Teamsters represent them." (2) "The Teamster and the lettuce growers were acting in 'collusion'." (3) "From a practical point of view, an employer's grant of exclusive bargaining status to a nonrepresentative union must be considered the ultimate form of favoritism, completely substituting the employer's choice of union for his employee's desires."



Henry Bernstein, labour editor for **The Los Angeles Times**, writing about the case for his paper (December 30, 1972), said: "It was one of the first cases in which a major, established union has been found by the State Supreme Court to have been working with an employer group to help the employer keep out another union."

I don't know what Mr. Gillan's definition of a "sweetheart contract" is. I define a sweetheart contract as "an agreement entered into without the knowledge and consent of the workers, which benefits the employer and a non-representative union at the expense of the employees' interests." It is a matter of farm labour history that the 170 lettuce contracts signed by the Teamsters in July of 1970 were sweetheart contracts, because:

(1) They were signed without the knowledge and consent of the workers. No elections were held. In fact, the workers found out about the contracts by reading the newspapers.

(2) The lettuce contracts benefited the growers; they were for five years, contained a no-strike clause, and provided only a nickle-an-hour increase over the non-union wage in the first year. There was no hiring hall, nor any controls on the use of pesticides, and no structured contract enforcement.

(3) The Teamsters received a dues checkoff of \$7 a month, without any real service of the contracts. It wasn't until two and a half years later, in January 1973, that the Teamsters opened a field office in Salinas to begin the attempt to service the contracts.

(4) The workers received negligible wage increases, no protection from pesticides (their number one health and safety problem), no participation in the working of the union, and no hiring hall to replace the exploitive labour contractor, middleman system.

(5) The Supreme Court called the contracts "collusive." Labour editors noted the unique alliance between lettuce growers and Teamsters to stop Chavez's progress. Renowned labour leaders such as George Meany, President of the 13.6-million-member AFL-CIO, and Leonard Woodcock, International President of the United Auto Workers, denounced the lettuce contracts and subsequent raids on the UFW's grape contracts as "union busting, sweetheart deals."

About this historical outline and evidence, Mr. Gillan simply states that his union didn't sign sweetheart contracts, and he cites some recent Teamster wage scales that are comparable to UFW standards. The latest UFW table grape contract signed with the David Freeman Company was for \$2.51 an hour, plus a bonus of 25 cents a box. With one exception, Teamster grape contracts are for \$2.41 plus 25 cents. One Teamster contract with K. K. Larson, a small Coachella Valley grower, was for \$2.52 an hour.

The Teamsters continued their close accommodation with the growers as they raided UFW contracts in 1973. Last June, the Teamsters signed contracts with Gallo, the biggest winery in North America, behind UFW picketlines that were set up to hasten the renewal of a contract. (The UFW held three consecutive two-year contracts with Gallo.) After the Gallo contract was announced, the owner of Franzia Brothers winery held a press conference to say that he would "stay with Chavez" if Chavez agreed to: (1) scrub the hiring hall (no control on the source of labour); (2) allow him "to dust his grapes whenever he wanted to" (no controls on pesticides); and (3) permit the use of machines (no controls on mechanization).

Chavez refused to agree. Subsequently, behind UFW picket lines, Franzia Brothers signed contracts with the Teamsters—who ceded all three points. Unfortunately for farm workers, the Teamsters' agricultural contracts fall into this pattern of capitulation to the



growers' demands and hence are called "sweetheart contracts," in the traditional sense of that term.

In the absence of federal or state labour legislation covering farm workers, who were excluded from the National Labour Relations Act in 1935, the grape and lettuce workers have no way of forcing elections. But they have demanded, through the UFW, secret-ballot, union-representation elections from the growers since 1965.

After the Teamster raid on grape contracts in the Coachella Valley in April 1973, the United Farm Workers Union reiterated its demand for elections. In addition to the UFW's call for secret-ballot elections, religious groups have been quick to demand elections for the grape workers of the Coachella Valley. The California Catholic Bishops, the U.S. Catholic Bishops Committee on Farm Labour, the Board of Rabbis of Southern California, the Northern California Ecumenical Council, an ad hoc committee of 90 clergymen and theology students of various denominations brought to Coachella by the National Farm Workers Ministry, the Conference of Major Superiors of Men, the National Conference of Catholic Bishops, the United Council of Churches—all have asked the Teamsters to conduct secret-ballot elections.

Even Safeway Foods, a boycott target of the UFW, published advertisements in more than 50 California newspapers to support the concept of free elections for farm workers. The advertisements read: "Why don't farm workers have the same rights as other workers? We at Safeway think they should . . . They are entitled to free, open elections, with secret ballots, for deciding which, if any, union will represent them."

The official Teamsters' response to the many requests for elections was put bluntly by Teamsters' President Frank E. Fitzsimmons: "Why should we have an election when we already have signed contracts with the growers?" If the Teamsters are really convinced that they, not the growers, have organized the farm workers, then they should agree to free, secret-ballot elections, impartially supervised. Their refusal to hold such elections gives rise to suspicions of wrongdoing similar to those aroused by President Nixon's refusals to provide the courts with tapes. If the grape and lettuce workers were, in fact, to vote for the Teamsters union in secret-ballot elections that were impartially supervised, Chavez would lose all claim to them. His boycott would crumble instantly.



**Chavez**

Mr. Gillan nicely avoids the issue of elections for the over 70,000 farm workers involved so far. Instead, he refers to application cards, and to one recent "election" involving 88 workers at the K. K. Larson ranch. The poll of workers was conducted by the grower himself, and a known anti-UFW priest, Rev. Richard Humphreys. Reportedly the workers voted 60 to 28 for no-union as opposed to UFW representation. The UFW was not informed of the election. In fact,

under cross-examination, Larson admitted that it was his "positive intention not to notify the UFW" of the election. The Teamsters were not on the ballot. Subsequently, grower Larson disregarded the election, refused the U.S. Catholic Bishops Committee's request for a fair election, and signed a contract with the Teamsters without an election.

It is now a matter of history that the UFW has defeated the Teamsters union in every farm labour election that placed both unions before the farm workers. The first of these elections was held on August 30, 1966 at the Sierra Vista Ranch in Borrego Springs, California. This secret-ballot election was conducted by the American Arbitration Association.

There is an amazing inconsistency between Gillan's statement that "... all of us can recognize the benefits of a properly run hiring hall," and the fact that the Teamsters union operates its agricultural contracts without a hiring hall, thereby favouring a return to the nefarious labour contractor. The labour contractor system is one of the most visible wrongs in U.S. agriculture. It permits middlemen to rent farm workers to growers for a profit.

The labour contractors are notorious for their abuse of power over the workers, their discrimination against older workers and women, their unsafe buses, their absence of concern for the workers' health and safety, their cheating of the workers over wages.

On January 15, 19 lettuce workers were killed and 28 injured when a labour contractor's bus en route to the High & Mighty lettuce ranch, near Blythe, California, crashed into an irrigation ditch. The 19 workers who died were drowned



when imprisoned by seats that tore loose at the moment of impact. The seats had been fastened with metal screws less than half an inch long to a floor that was so thin that only one thread in each screw actually held the seats. The High & Mighty farm holds a Teamster contract that provides for a labour contractor to supply the labour.

Although the UFW admits to some problems with the running of some of its hiring halls, it sees these halls as the only way to put the labour contractor out of business and the worker in control of his or her labour. The problems were, in part, the growing pains of a young union introducing a new method of supplying farm labour. Some problems were caused by the inexperience of the directors of certain hiring halls. Others were caused by the reluctance of the growers to live with the new system, or by the provisions that proved too clumsy. Most of these problems have been corrected through joint acceptance by growers and union of the responsibilities of operating the halls.

The hiring hall offers protection for older workers because it requires growers to hire workers on a seniority basis determined by the years spent working on a given ranch. Last November, George Meany said, "While it is true that the Teamsters' contracts provided for wage increases and other benefits for the workers, the agreements also provided for a return of the 'contractor' system of employment, which deprived the farm workers of any semblance of dignity or any opportunity to establish and maintain decent working conditions through the direct employment relationship."

Commenting on the Teamsters' scrapping of the farm workers hiring hall, U.S. Church-labour expert Msgr. George G. Higgins said: "The Teamsters wouldn't dare go to the longshoremen and tell them that they signed contracts with the shipping industry, and that they were doing away with the hiring hall in favor of the shape-up they had 30 years ago. If they did, the longshoremen would run them right off the pier . . . But they can do that to the farm workers because the farm workers don't have the organized strength and power to stop them."

My critique of Mr. Gillan's challenge to my original article would be incomplete if I failed to respond to his most outrageous statement—namely: "While Cesar Chavez preaches passiveness and non-violence, his union does not practice it, as his thousands of dollars out-of-court settlements for beatings would prove. The recipients of his vengeance and cheques were Rudolph Pile, who was beaten with a lead pipe, and Hamero Mendiola, who was shot seven times in Santa Barbara County."

Both men were, in fact, injured by a UFW member who himself had been beaten by Teamsters and had his arm broken in 1970. The man lost control, and injured both Teamsters. His action was violent. It was condemned by the UFW. He himself was thrown out of the UFW, but the union decided to pay the legal damages he had incurred in order to avoid impossible hardship for him and his family.



The claim the UFW makes to its serious commitment to non-violence does not preclude an individual member losing control. (He was one member out of 60,000 at the time.) The UFW has a firm policy of non-violence that was severely tested in the renewed grape strike in the spring and summer of 1973. Thousands of UFW members expressed their anger at the Teamster takeover of their contracts by massive harvest-time strikes, first in Coachella, then in the Arvin Lamont, Delano and Lodi-Fresno areas. The strikers faced over 400 Teamster-hired "guards" in Coachella alone.

The violence the UFW members suffered at the hands of the Teamster "guards" is a matter of public record. Teamster "guards" were charged and convicted of crimes ranging from assault, to kidnapping, to attempted murder. These have been detailed in the California newspapers. Confronted with daily provocation and assaults, the UFW picket-lines maintained courageous non-violence.



Teamster "guards" were paid \$67.50 a day to discourage the strikers. On June 28, 1973 an article titled "Teamster Official Blamed for Ordering Violence" appeared in **The Daily Enterprise** of Riverside, Georgia. Written by Dick Lyneis, the article was carried across the U.S. by Associated Press. It stated: "Fact-finders sent into the Coachella Valley by Frank Fitzsimmons, President of the International Brotherhood of Teamsters, say they either have been threatened with violence or have been directly subjected to violence at the hands of the man who is running the Teamsters' Coachella Valley operation, Ralph Cotner, area supervisor for the Western Conference of Teamsters. In addition, Cotner is accused by still another Teamster, Ray Griego of Los Angeles, of being 'the man who's responsible for all the violence that's going on out there.'" (Griego was a Teamster organizer in the Coachella Valley.)

Sheriff's reports quoted in the same article also point to the Teamsters as instigators of violence. For example, June 23, 1973, Teamster Johnny Macias directed a lead pipe attack on a UFW picketline at the Henry Moreno ranch in Coachella. Five UFW pickets were hospitalized, and five Teamster "guards" jailed.

Lt. Paul Yoxsimer, field commander for the Sheriff's Department strike task force said: "The offensive . . . or the move toward the people was instigated by the Teamsters. Capt. Cois Byrd, who is in charge of the Sheriff's Department strike operation, said of the same incident: "It appears to us that those persons (Teamsters) . . . acted in concert at a given signal, the signal being a firecracker going off."

The ultimate test of the UFW strikers' commitment to non-violence occurred late in August when two strikers were killed—one beaten to death by a deputy sheriff, the other shot to death on the picket lines. Ten thousand strong, the strikers honoured their dead in two separate ceremonies, and fasted for three days to maintain their spirit of non-violence.

When guarantees for the safety of the strikers were not given by the Justice Department of the U.S. Government, Cesar Chavez and the UFW Board ordered a stop to the picketing, and sent 500 farm workers across North America on the second international grape boycott.

Whereas the UFW grape and lettuce boycott has won the support of a vast section of the North American public, including the Canadian Labour Congress, the Québec Federation of Labour, the Ontario Federation of Labour, and all the major churches of North America, I know of no organization, no union, no church, and no civic organization other than the growers association that supports the Teamsters' position outlined by Mr. Gillan.

An inter-church committee from Toronto and Montreal visited the grape and lettuce fields of California in February of this year. For eight days they discussed the farm labour controversy with all parties—growers, Teamster union officials, UFW officers, grape and lettuce workers, and U.S. church leadership.

They returned to Canada and endorsed the UFW boycott of grapes and lettuce. Their conclusions support the thrust of my article and blunt Mr. Gillan's challenges: (1) "The United Farm Workers of America represent the best interests of the California farm workers. (2) The leadership of Cesar Chavez, President of the UFW, is both capable and in close touch with the people he represents. (3) The UFW is in a better position than any other organization to end traditional abuses of farm labour. It represents a grass-roots movement that gives thousands of powerless people an opportunity to improve their lives through collective action."



(John Bank, a Roman Catholic priest, has been an organizer for the United Farm Workers, AFL-CIO, for more than five years.)

## The CLC's New President

# TACKLING THE CHALLENGES OF THE FUTURE

by Jack Williams

Joseph (Joe) Morris, newly elected President of the Canadian Labour Congress, is well accredited as a diplomat, both nationally and internationally; but he is going to need all his diplomatic skill to meet the challenges of his new position.

Morris is faced with the immediate task of melding the old with the new—in both the personalities of the CLC officers and its policies. If he is to succeed, he must increase the forward pace of the Congress, yet not lose the support of the more conservative elements of Canada's major labour organization.

In his favour are a solid background in trade unionism, a reputation of being able to get along with people and a willingness to meet difficult situations head-on. In the former CLC administration he was regarded as one of the officers most receptive to new ideas and methods.

Morris is a man of stocky, broad-shouldered build. He dresses carefully, and his choice of clothes reflects quality, rather than ostentation. At the age of 60 he moves with vigour, and keenly enjoys a game of golf, though the opportunities are less frequent than he would like. His other favourite form of relaxation is classical music. There have been occasions when an associate, impatient with the urgency of what seemed at the moment to be a stupendous problem, has had to sit quietly by until a recording finished.

In both public and private, Morris speaks slowly and with deliberation, sometimes pausing to find the right word so there will be no misunderstanding. Some critics have called his platform manner ponderous; he depends on logic, rather than oratorical flair to make his point. His language is simple but direct.

Joe Morris' link with trade unionism is lifelong. The British-born son of a trade unionist, he came to Canada as a boy when his family settled on Vancouver Island. It was there, in his early working days, that he first came in contact with his union, the International Woodworkers of America. He has been active in that organization since its founding in 1937. His union activity, and his career in the woods, were interrupted only when he served in the Canadian army during World War II.

Back in the woods after the war he worked at a number of jobs and was a scaler, one of the most highly skilled logging positions, when he left the logging companies to become a full-time union official. His experience in the woods is deeply imbedded—he still frequently refers to employers as "the operators."

In 1948 there was a breakaway movement in the IWA: a number of pro-Communist officers attempted to lead the membership into a newly formed national organization. Vancouver Island was a stronghold of the defecting faction, and Morris quickly moved into a leadership position among those who wanted to retain the IWA. After they were successful, Morris played an important part in re-establishing the union under new leadership. He also became prominent in the affairs of the British Columbia Federation of Labour.

He was elected president of the West Coast Canadian district of the union in 1953, the largest district in the international; and he held that office until he was elected an executive vice-president of the Canadian Labour Congress in 1962, the position he held when he was made president.

Morris won the presidential spot on the administration's election slate by a one-vote margin at a pre-convention meeting of the CLC's executive council. His opponent was the Congress secretary-treasurer, William Dodge, who had the disadvantage of facing retirement because of his age at the conclusion of the two-year term.

At the convention Morris received 1,448 votes; 842 went to his opponent, Gilbert McIntyre, a Nova Scotian member of the Canadian Brotherhood of Railway, Transport and General Workers. Although there was no doubt about the outcome, the roughly one-third vote for McIntyre was considered significant as an expression of anti-administration sentiment, rather than opposition to Morris personally. It is in this atmosphere that the CLC President assumes his new responsibilities.

Murray Mosher, Photo Features



**Morris**

Morris has had a unique opportunity of observing and studying at first hand the issues that so deeply concerned delegates to the Vancouver convention. Since 1967, soon after it was established, he has headed the CLC's Commission on Constitution and Structure. This group has been making a continuous and intensive study of the objectives and needs of the labour movement in Canada, and of the Congress in particular. The major decisions reached at Vancouver were founded on its recommendations.

### **First Task**

The action of the Vancouver delegates in rejecting some of the administration's candidates for office, and the sharp rebuff of the administration's position on special treatment for Québec, obviously presents problems for the new CLC President. His first task will be to try to form the new officers—three of them assuming CLC responsibilities for the first time—into an efficient working unit.

Commenting on the outcome of the elections, Morris told a news conference: "The delegates have the right to make whatever choice they desire; we believe in the democratic procedure. Whether it was a rebellion or not, I really don't know. It was probably the product of a situation."

He has no disagreement with the long-term objectives so strongly supported by the Vancouver delegates, but he foresees the possibility of some difficulties in their quick implementation.

"There are problems at the Congress level that are different from the pressures at the affiliate level," he explains. "There are realities that people have to look at; realities that are sometimes not obvious to delegates to conventions."



He described the report he presented to the convention on behalf of the Commission, (which was the focal point of the most important discussions) in these terms:

"It was another step along the road we embarked on in 1968, when we consciously set out to make the structure of the Congress more flexible and better able to meet the pressures the movement is faced with. Some think we were slow; but, whatever we have done, it has been significant and it has been effective. I think that is a far better thing than to have proposed something wild and woolly that would not get acceptance. It may slow up the process of development; but we have chosen to take the path of a slower, but more orderly and acceptable form of change.

"The original proposals for standards for international unions were a product of the former administration. It was not something that was forced on us, we presented it to the 1970 convention. So, although it may appear that the new officers are more inclined that way, I don't think it will change the thrust of the Congress in this field one iota.

"There are now five standards, and there is also an effective policing machinery, which we did not have before. If we run into any problems it may be with regard to the policing. It will depend on how hard we use the machinery. There are certain constitutional safeguards to protect the autonomy of affiliates to the Congress.

"I think that we have laid the groundwork for the preparation of a Code of Union Citizenship, which we proposed in the Commission report to apply to

everyone. The question of violation of people's freedom of expression is not just concentrated in international unions. There are national unions that limit the right of members to participate and to take certain actions."

### **Morris Comments**

Morris does not anticipate serious problems with the building trades unions, which were most vocal in questioning the right of the CLC to impose performance standards.

"The building trades have some questions; I suppose most unions have questions, they simply chose to express theirs," he said. "I think the commitment of the building trades to the Congress and its program is just as good and as sincere as that of any other affiliate. I have never found it otherwise."

After the convention Morris said that he was not surprised by the vote in favour of the Québec Federation of Labour's demand for greater autonomy and special assistance, a vote which was a resounding rejection of the administration's position.

"A confrontation had to come," Morris said. "The seed of the problem was there, it just germinated a little faster than some people expected. I hope we'll get at discussions with the Québec people at the earliest possible moment. There is a problem, and if we don't solve it, it will get worse."

### **Varied Interests**

Morris' particular interests in the labour movement are broad and varied—education, safety, international affairs and community programs, as well as such internal matters as the extension of union organization.

In the opinion of many of those most closely associated with him, Morris' most valuable characteristic is his ability to maintain a close relationship with the rank and file of union membership. Local union members, regardless of their status, find him approachable, ready to listen to their opinions and a comfortable man to talk with.

He values this relationship as much as does any union member who comes in contact with him. Faced with the alternatives of taking a popular public position or supporting the position of the membership, Morris would show no hesitation in allying himself with the membership, no matter what effect it might have on his public image. He has both great respect for the individual and confidence in the common sense of working people as a group.

### **Labour Education**

His interest in union educational activities has been valuable to him in maintaining contact with young union members. In the past seven or eight years the average age of those participating in these programs has dropped from the early forties to the early thirties. Morris is firmly convinced that the sense of commitment among younger union members is just as great as it ever was.

In an interview with **The Labour Gazette** he elaborated his views on labour education:

"I suppose I have always been more insistent than some on an active educational program in the movement, because of the sort of experience I had when I was young. I got most of my training from older people who took the time to talk to me about the philosophy and workings of the trade union movement. If there is such a thing as a generation gap, it arises because the older people in the movement are reluctant to talk to the younger people. They feel there is a gap; I don't think the gap exists. I think there is a communication belt available there, and age doesn't really matter.

"We have something in common—a philosophy, an idealism and a commitment—and age doesn't matter when you have those three ingredients. After all, everyone has to learn by other people's experience as well as their own. The old can learn from the young, just as much as the young can learn from the old. When I take part in an educational happening I expect to learn as much from it as anyone. I think often I go away with more than they do, because they constantly open your mind to new uses for old ideas.

"I have always liked to circulate among the membership, in educational programs and other ways. That is where I get my fun. I enjoy talking with people, and particularly the younger guys. How can we shape the future of the movement if we don't talk to the people who are the movement? The young people's ideas are fresh, though they are often not crystallized. They like to test their mettle a bit and to get other people's ideas."

One of Morris' responsibilities as a CLC executive vice-president was supervision of the education department, and he was responsible for engaging the services of the University of British Columbia to make an in-depth study of union educational activities. This is the first study of its kind undertaken by a central labour body. It is hoped that the report will serve as a standard work for those interested in this field. Recently Morris was instrumental in having John Whitehouse, a leading Canadian educationalist, appointed Director of Education for the world program of the International Labour Organization.

His interest in education is related to the turbulent days following the 1948 IWA disruption. The union emerged with entirely new officers, and Morris was one of those who recognized the urgent necessity of a program to assist those who had been almost hurled into positions of responsibility.

### **Safety**

Another area of interest connected with his logging experience is that of safety. Logging operations had long been regarded as highly hazardous, and Morris was prominent among those who introduced a health and safety program that won international recognition. He has since used his position on the central labour body to press for more vigorous safety and health programs in all industries.

### **An Internationalist**

The Congress' new President is an internationalist in the broadest sense. He had his first experience abroad as a Canadian union delegate to various international conferences. In 1966 he was elected to the Governing Body of the International Labour Organization. He became Chairman of the ILO Workers' Group in 1970, and was re-elected to that position in 1972. There is no doubt that leaving the post because of the pressure of his new CLC duties is somewhat of a disappointment to him.

The Workers' Body of the ILO is a twelve-member committee composed of trade unionists from all parts of the world. The participation of delegates with such widely varying views and backgrounds makes the chairman's task an extremely difficult one. Morris' performance has reflected credit, not only on him personally, but on the Canadian labour movement.

A close observer of the international labour scene, John Mainwaring, Director of the International Labour Affairs Branch of the Canada Department of Labour, has described Morris' skill as a diplomat in these words: "He has the ability to get at the heart of issues that have political implications. He is straightforward and has everyone's respect and confidence."

### **Community Affairs**

Morris and the CLC's new Secretary-Treasurer, Don Montgomery, share a deep interest in the expansion of union activity in community affairs. Both feel that with the growth of urban areas there has been a loss of much that is valuable

in community life. Morris recalls growing up in the little Vancouver Island community of Ladysmith, "where I not only knew everyone, but knew the name of their dog too." This type of relationship, he fears, is being lost in a society that is in danger of becoming faceless.

"Many think of our people only as workers, not as citizens," he explains. "Our people rub shoulders with each other only at the workplace, and this can lead to a very poor lifestyle. We have to develop programs in the community that will translate the friendship created at the workplace into the life of the community."

Montgomery's sentiments are practically identical. As President of the Toronto Labour Council he has an extensive background in community programs, and some very firm views:

"The membership is convinced that the labour movement has to get into the communities where people live. They expect the labour movement to get involved in the battles to provide better housing and better recreational facilities, and to fight pollution. They expect us to do all the things that, as trade unionists, we say in our philosophy we will do. In other words, they want us to put up or shut up."

### Union Growth

In addition to his very active interest and involvement in the broader activities of the labour movement, Morris retains a lively interest in such internal matters as not only the structure of the labour movement, but its expansion. He shares the frequently expressed concern that union growth has been no faster than that of the labour force as a whole.

He told **The Labour Gazette**:

"I suppose we could excuse ourselves by saying that the workforce in Canada is growing faster than anywhere else, so we have more people to organize; and the fact that we have been able to keep pace is, in itself, a victory. That is probably a fair rationalization, but we could and we should do better. New industries are coming in and new plants are going up; but our unions are so busy trying to organize the influx into present plants that they haven't got the time, or in some instances the resources, to do more. This is particularly true of the new secondary industries, particularly in small plants; and we have to fill this vacuum."

As far as white-collar organization is concerned, Morris admits, the results have not been all that might be expected.

He elaborates:

"If you talk in terms of certifications and contracts you could argue that it has been a bit disappointing in the Toronto area. But when you relate our activities and look on the scene as a whole there have been some tremendous changes in salary structures and fringe benefits for white-collar workers. Where we have not been successful in organizing we have created pressures on the operators to increase salaries and fringe benefits in order to keep us out. So there has been a beneficial effect for the workers, even though in terms of membership it has not been good for us."

Greatest successes organizationally have been in British Columbia, where there are three substantial units under contract, a unit of 500 white-collar people at Trail entering into negotiations, and certifications won for the employees of some small radio stations in the interior of the province.

"I think this will be our function as a Congress in whatever organizational program we undertake—to try to bring organization and unionization to people outside the main stream. Of course, if there are organizational opportunities in the metropolitan areas that no one seems to be taking advantage of, then we will pick them up, too, if we have the permission of the affiliates concerned."

Thus, there is a multiplicity of challenges confronting the organization Morris now heads. He has a good grounding to help him face his difficult assignment. The degree of his success during the next two years will be measured by the delegates who assemble in Montreal in May 1976 for the 11th Constitutional Convention of the Canadian Labour Congress.

(Jack Williams was born in Bradford, England, in 1907. At the age of four he came to Canada with his parents and settled in the St. Catharines, Ontario, region where he attended public and high schools. He worked for thirteen years with the **St. Catharines Standard**, then joined the staff of Canadian Press in 1941 as labour specialist in the Ottawa Parliamentary Press Gallery. In 1946, Williams became Public Relations Director for the Canadian Congress of Labour, remaining in that post until its merger in 1956 with the Trades and Labour Congress to form the Canadian Labour Congress. He then became Public Relations Director of the CLC and, from 1970 until his retirement in 1972, was editor of the CLC magazine **Canadian Labour**.)



# PRICES AND THE POOR

by TED WEINSTEIN

"Among the most commonly heard, most paternalistic, and most irrelevant suggestions for dealing with the problem of the poor as consumers is that they should budget their money more efficiently. In effect, the suggestion is that, by doing their sums differently, two and two could be made to add up to five. The fact is that not only can two and two never be made to equal more than four, but that the poor haven't even the opportunities of the more affluent to stretch their money as far as it might otherwise go."

This is a central point in a hard-hitting report issued by the National Council of Welfare. Titled **Prices and the Poor**, the report examines the plight of the poor during the current period of rampant inflation, illustrates how they are suffering from higher priced services and goods, and recommends various ways the low-income consumers can be protected, educated and helped.

The root causes of much of the poor's disadvantage in the marketplace lie in the circumstances of poverty itself, noted the report. As long as poverty is permitted to exist, its effects will continue to reinforce its causes. Only when there is an adequate income on the revenue side of the poor family's ledger will consumer equity be fully possible on the expenditure side.

How do the poor "pay a premium for poverty?" There is substantial and well-documented evidence, asserts the report, that low-income consumers are charged more for the same goods and services.

The simplistic explanation, says the Council, is to attribute it to the "'fox in the chicken coop' theory: exploitive ghetto merchants, rapacious slum landlords, and others, gouging the poor in pursuit of unconscionable profits." There are many instances of this type of exploitation, but the full reality is more complex.

The economics of poverty is a self-perpetuating cycle. For example, the limited resources of the poor result in the low-income market being characterized by lower sales volumes and slower inventory turnovers. This makes it less attractive for merchants to locate in low-income areas; in compensation, those who do so charge higher prices for their goods because to an extent they have a captive market. In turn, the higher prices further limit the poor's resources and the circle is complete.

## Food Costs

This circle operates across a broad range of products and services, said the Council. For example, the food component of low-income families' budgets is substantially higher

than that of more affluent families: 27.9 per cent of the income of a family earning under \$3,000 a year is spent on food, compared with 13.4 per cent of the budget of a family with income exceeding \$15,000 annually. This is compounded by the fact that many low-income consumers rely on lower-priced items to see them through. If steak prices rise, many families buy less steak or switch to substitutes such as chicken, hamburger or fish. But the poor only have two options in the face of rising prices: spend more money on food, or eat less. Ironically, noted the Council, while steak prices are stabilizing or even dropping, prices of the traditional low-cost staples for low-income families have risen dramatically.

The Council found as well that the poor pay more than the affluent for the same food items. For instance, a 1972 Vancouver study indicated variations as high as eight per cent for groceries and 15 per cent for meats—even within the same grocery chains—between high-income and low-income sections of the city. A Montreal chain store operating in a low-income area of the city charged the highest chain-store prices in that city. But chain stores are not alone. Neighbourhood stores offer less choice and also charge more because they are smaller and have lower sales volumes. But they offer credit, locking the consumer into the store: he has to use this month's cash to pay last month's bill, and so renew his credit for this month's purchases.

The report contends that the store owner's problems—smaller volume sales, slower stock turnovers, the



cost of providing credit—can only be overcome by programs of income redistribution to make the poor into non-poor. Where the explanation for price differentials lies in inadequate competition or simple price gouging, the Council suggests ways to compensate: more vigorous competition policies, banning discriminatory pricing within food chains, government encouragement of consumer food co-operatives, and a more comprehensive and concerted attack on marketing and sales malpractices.

### Housing

According to a 1969 housing survey, the Council maintained, Canadians in the bottom 20 per cent of the income scale who live in urban or rural non-farm areas paid more than twice the proportion of their income for housing than did families in the highest 20 per cent of the scale.

"What are the poor getting in return for this large outlay of money?" asks the report. "The answer is all too apparent: They are getting the worst housing in Canada. The Dennis Report on Low-Income Housing cited 1961 statistics showing families with the lowest 20 per cent of incomes were three times as likely as the average household to be living in a house or apartment that needed major repairs, twice as likely as the average family to be living in a unit that lacked an adequate heating system. There is little evidence to suggest that the situation has appreciably changed in the intervening 13 years."

The Council declared that few urban or rural non-farm low-income families own their own homes—other than senior citizens who bought houses many years ago when prices were still low—meaning the poor's housing dollars are not going toward building any sort of equity. The Council found that the supply of low-cost or public housing is grossly insufficient to meet the demand. All too frequently moreover, public housing projects become ghettos. The alternative of rent controls is unlikely to work, noted the Council, because landlords will refuse to maintain their buildings or will sell them.

### One Answer

An emerging sector in the housing market, the non-profit sector, may help low-income groups. Non-profit housing (built by non-profit corporations or housing co-operatives) differs from private housing

in that no one gains financially from such housing after it is built, and unlike public housing, it is privately-owned. Although the non-profit sector provides only a tiny proportion of the total housing in Canada, the federal Government has realized its potential and has instituted aid through amendments to the National Housing Act: start-up funds, low-interest loans, grants, and rent subsidization. But the rent subsidization program operates as part of the federal-provincial cost-sharing arrangement, and each province must approve its implementation.

"It seems clear that the non-profit sector will play an increasing role in Canada's housing market," said the Council. "What is not yet clear is the extent to which the poor will be able to benefit from this. If the non-profit sector is to play a significant role in providing low-cost housing for low-income families, the various provinces must implement this rent subsidy program in a substantial manner. At present, only a few provinces have indicated an interest in doing so. By tying a subsidy program to the non-profit sector, there is an absolute guarantee that no part of the subsidy will go toward the profits of the landlords. This is a crucial feature, since it would be totally unacceptable for public money to be used for increasing already considerable private profits."

Large-scale subsidy programs making direct payments to families on the basis of income might provide short-term relief, but will not solve the problem unless the housing supply is greatly increased; otherwise, in the Council's opinion, the long-term subsidies

"would simply have the effect of raising the ante in the bidding game. Only if the supply of houses were consequently expanded could such a program be effective; otherwise, the increased demand would only drive up prices and once again leave the poor out of the buying market. The same would apply to the rental market."

### Other Inequities

Credit and utilities are two other areas in which the poor suffer inequities of treatment, contended the report. Modern advertising and marketing methods "convert those who might have been happy with a simple, relatively non-materialistic existence into accepting society's regime of material values, and produce feelings of failure in those who cannot realize them." As well, the massive availability of consumer credit since 1945 has provided the means by which many consumers have entered the mass consumption world.

"A recent survey by the National Anti-Poverty Organization found that fully half of the heating oil companies in the Ottawa area would not make a delivery for cash payment, insisting on the opening of a charge account," disclosed the report. "Chargex makes the whole world a giant department store' says the bank's advertisement. But we have already seen some of the ways how, for low-income consumers, credit is all too often a last-ditch form of income supplement in the daily battle for survival. Shackled by insecure employment and low and uncertain incomes, credit has in many cases bought, not material well-being, but fraud,

deception, over-commitment and heartbreak. The path into the 'affluent society' has too often proved an endless road of debt, default, bill collectors, repossession, and bankruptcy."

There is need for government action in the field of credit, the Council maintained. Incentives should be developed to encourage credit unions to recommit themselves to serve the credit needs of the poor. The 1966 Joint Committee of the Senate and the House of Commons on Consumer Credit and the 1971 Special Senate Committee on Poverty both proposed programs for providing subsidized or guaranteed low-interest loans to low-income consumers. These proposals should be implemented, and credit grantors should be required to disclose the true annual rate of interest in all ads. There should be consideration given to regulating the volume, form and aggressiveness of credit ads, as has been proposed in Québec. And an end should be brought to the practice whereby married women lose their independent credit rating and acquire that of their husband. As well, contends the report, temporary relief from over-commitment can be realized through legislative action, making bankruptcy more accessible and restricting collection remedies.

The poor also suffer at the hands of utilities, asserted the Council. Low-income consumers are judged to be high credit risks and must routinely pay security deposits to get telephone service, gas, or electricity. "Requiring this only of the poor consumer is to place a major burden on those whose shoulders are least able to bear it. Couple this with the ability of these utilities to



unilaterally invoke self-help debt-collection remedies by cutting off the service without having to prove the existence of the debt, and the poor are almost totally at their mercy. Newspapers in 1972 reported the case of an elderly woman in Toronto whose power was cut off in midwinter for non-payment of her bill, and, as a result of the cutoff, died of exposure in her unheated home. While the publicity given to the action of the utility in this particular instance was uncommon, the instance itself was not. In 1972, *Gaz Metro-politan*, for example, cut off the gas in 3,000 Montreal homes."

The reports suggests that security deposits be abolished, and that utilities be required to obtain court permission before cutting off service: this permission would only be granted with proof that the customer is able, but unwilling, to pay.



NFB

### The Right to Know

Informal, accessible, inexpensive, and highly visible grievance-solving mechanisms are desperately needed, asserted the report. The federal and provincial consumer protection bureaus are not reaching the low-income consumers. They must report through the media. And they should be more specific in the information they publicize: naming names, releasing the information in their files. As the report put it: "What is needed is a whole new attitude toward the consumer's right to know. As long as the attitude of governments is that what happens in the consumer marketplace is primarily a private

matter, the consumer will continue to be at the mercy of marketing organizations. And the poor consumer, with least access to information, will be the most helpless of all."

"These few examples given here are each very different and yet depressingly similar in their result. Directly or indirectly, the effects of poverty reinforce the circumstances of poverty and the vicious circle continues. The poor pay more because they are poor; and because they are obliged to pay more they are made even poorer.

The circle can only be broken if the poor are made non-poor. There are some 'foxes in the chicken coop' and government action can drive them out. But the poor are exploited as consumers and obliged to pay a premium for their poverty for reasons which are curable only by programs of income distribution which will guarantee them an income adequate to enable them to participate as consumers in the Canadian society on the same basis as other consumers."

# ILO

## 59TH CONFERENCE

Leaders of world industry and labour joined government representatives at the 59th International Labour Conference in action designed to cut the death toll taken by occupational cancer.

The Geneva conference, attended by more than 1,400 delegates, advisers and observers from 119 countries, including Canada, also set guidelines for the promotion of paid educational leave to help people keep their working skills up to date.

Discussions were held on the protection of migrant workers, promotion of rural workers' organizations, and modernization of standards on vocational guidance and training. New standards on these subjects will be set at next year's session.

### **Campaign Against Cancer**

Conference action signalled the start of a worldwide campaign to combat occupational cancer, which claims hundreds of lives

every year among people who have come into contact with carcinogenic (cancer-causing) substances at work. Delegates drew up two international agreements aimed at limiting both the use and the adverse effects of such substances, and at strengthening protective measures against them.

The first agreement, the Occupational Cancer Convention, commits ratifying states to: (1) controlling or banning dangerous materials; (2) replacing them where possible by less harmful substances, and reducing the number of workers exposed; (3) prescribing protective measures; (4) informing workers of danger and how to avoid it; (5) monitoring exposed workers' health; and (6) enforcing all these provisions by laws or other means, to be decided in consultation with workers and employers.

The second agreement, the Occupational Cancer Recommendation, sets out the ways in which these principles should be put into practice. It requires workers to observe safety procedures and to use protective equipment, which might include respirators in the case of inhalation risks. Both the Convention and the Recommendation call on responsible authorities to keep protective measures up to date by using ILO and other safety guidelines.

In a separate resolution, the conference called on the ILO Governing Body to make special arrangements, such as a committee of experts, to keep employers, workers and governments aware of increasing medical knowledge about cancer. It also called for warnings about substances that are suspected of causing cancer, even though there might be no evidence that they affect humans as well as laboratory animals.



NFB

The Occupational Cancer Convention and Recommendation are the first international labour standards to cover the entire field of known and potential cancer-causing substances. Known hazards range from traditional materials such as tar, which can cause skin cancer in road workers, to modern compounds such as the aromatic amines used in rubber processing.

Figures released by the world labour body show that employees in certain industrial sectors face high cancer risks because of the nature of their work. The rate of lung cancer among workers at one chrome production plant in the U.S., for example, was reportedly 40 times the standard rate for white and 80 times that for black workers.

It is a well-known fact that long-term exposure to asbestos dust can cause serious disease. A noted American researcher has predicted that by the end of this century, asbestos will claim the lives of one million Americans who have worked or are now working with

the fibrous mineral. "All will die in the next 30 to 35 years," Dr. Irving Selikoff of Mt. Sinai School of Medicine told a Senate subcommittee on the environment. About 200,000 will die of lung cancer, another 70,000 of asbestosis or lung scarring, another 150,000 of other cancers, and the rest of a variety of other ailments.

Tar, soot, paraffin and mineral oils can attack the skin of petroleum workers and road builders. Chrome, nickel and its compounds can act in the same way on electrolytic platers, causing cancer of the lungs, jaws and nasal regions. Many other substances are suspected of causing cancer of the liver, lungs, skin or bladder.

Delegates stressed the need for fast, up-to-date information in what is intended to be literally a life-saving operation. Some cited vinyl chloride monomer—used in making PVC (polyvinyl chloride)

plastics—as an example of a material under suspicion. Data on the occurrence of occupational cancer, gathered by countries acting on the new ILO standards, will increase knowledge of the disease and of ways in which it can be fought.

In a further resolution, the conference asked the Governing Body to see what can be done to aid potential victims of cancer and other industrial diseases who are forced to change jobs to protect their health. This is an increasing problem, since modern diagnostic techniques make it possible to detect some diseases in an early stage, before the point at which the worker becomes unfit enough to claim disability payments. He may, however, suffer from loss of pension and other rights by having to change jobs.





### Protecting Migrant Workers

The conference called for international co-operation in wiping out the exploitation of migrant labour, which has in recent years led many workers into lives of misery.

A proposed Convention, to be circulated among member states and reconsidered for final adoption next year, says all necessary measures should be taken against traffickers in illicit migrant labour. It would also require member states to actively promote equality of opportunity and treatment for migrant workers.

An accompanying proposed Recommendation calls on member states to foster public understanding of the principle of equal opportunity. It urges them to adopt social policies in favour of migrant workers, including aid in reuniting migrants with their families and in warning migrant workers about safety and health hazards (a migrant is more than twice as likely to have an accident at work than a local worker).

The conference called on the ILO to mount an extensive program to aid the drought-stricken regions of Africa through technical co-operation and other means. The disaster has forced large numbers of people to migrate.

### Paid Educational Leave

By adopting a Convention and a complementary Recommendation to promote the granting of paid educational leave, the conference gave workers the possibility of updating their education and training throughout their working lives.

The ILO believes that this is one of the most basic social policy needs of our time. Progress in science and technology, unpredictable economic developments and changing economic and social relations call for the continuing extension and adaptation of workers' knowledge and skills, so as to help the worker find his true place in his career and in his community.

The Convention defines paid educational leave as "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements." Although experience in this field is still limited, and developing countries feel they have more urgent needs to meet, the conference felt it necessary to set objectives without delay. It decided that paid educational leave should be made available to workers by methods suited to national conditions and practice, and by stages if necessary.

The means by which the leave is granted may include national laws and regulations, collective agreements, arbitration awards, or other ways in line with national practice. Such leave should be used for training at any level, for general, social or civic education, or for trade union education. It should be co-ordinated with policies governing employment, education, training and hours of work. Full use should be made of all available education and training facilities, the Recommendation says, and teaching methods should take account of the objectives of paid educational leave. When leave is taken for trade union education, the workers' organization concerned should be responsible for selecting candidates.

Moreover, workers should be able to maintain their level of earnings during paid educational leave, and should be compensated for any major additional costs of education or training.

The conference asked the ILO to undertake research and encourage the organization of meetings on the subject, and to provide member states with technical support for planning and carrying out paid educational leave programs. The ILO was also requested to collaborate closely with other interested international organizations, particularly the United Nations Educational, Scientific and Cultural Organization.

## Lifelong Training

Training for work, and guidance in choice of jobs should be available to men and women throughout their working lives, the conference decided. It drew up a proposed Convention and Recommendation designed to complement existing international labour standards and to promote a modern view of guidance and training as lifelong processes. The 1975 conference will take final action on the two texts.

The aim of the proposed measures will be to help workers to participate actively in technological, social and economic change; to help them satisfy their aspirations; and to permit a nation's labour force to acquire new skills and knowledge as they are needed. To make all this possible, the proposed standards call for open, flexible and complementary systems of general and technical education and of vocational guidance and training, which should be available to all workers without discrimination.

ILO Director-General Francis Blanchard called for an intensified campaign against mass poverty and for a wide-ranging inquiry into present-day living and working conditions, which would point the way to policies suited to modern man's needs. He was replying to a general debate in which more than 200 speakers took part. They included Senora Maria Estela Martinez de Peron, President of Argentina, Tun Abdul Razak, Prime Minister of Malaysia, and some 90 government ministers.

NFB



## Campaign Against Poverty

Present-day economic policies and practices cannot generally solve the problems of poverty that face most men and women, Blanchard said. "In real terms they mean that millions of human beings are waiting every morning for the miracle which will bring them a little work, or every evening are comparing the day's earnings with those of privileged minorities. Three out of four of those people live in rural areas and their fate is often decided by a handful of people whom they will never see."

The International Labour Organization should intensify its campaign against poverty by international, regional and national action on behalf of these underprivileged masses, wherever they

are, and starting with the Third World, Blanchard declared. This calls for development of activities within the ILO's World Employment Program, efforts to remove income disparities, activities in favour of organizations of rural workers, and ILO work on vocational training, advanced training and re-adaptation.

Regional bodies of the ILO will have an important part to play in this campaign, with the support of United Nations regional organizations and specialized agencies, and of bilateral aid agencies.



NFB

### Organizing Rural Workers

Although three fifths of world labour is engaged in agriculture, rural workers are generally poor, under-educated, under-trained and unable to improve their lot because they lack strong organizations to defend them. The urgency of the problem was recognized by the conference when it held its first discussion this year on the question of organizations of rural workers and their role in economic and social development. It produced a draft Recommendation that, after revision, will return to next year's conference for adoption as an international labour standard.

The text says such organizations should be able to defend rural workers' interests and should involve the workers actively in development programs, agrarian reform and public works. They should be able to promote access to credit and supply, and contribute to the improvement of working and living conditions. Member states would be called on to encourage and support rural workers' organizations through legislation, administrative measures, education, training and material assistance.

### Economic Growth

Discussing the recent tendency to question the benefits of economic growth, Blanchard said it is important that those who want to see it reduced or halted should share their concern with all those who are disturbed by low living standards, shortage of jobs and the suffering of workers. For this reason, the international campaign against poverty and the general inquiry on human labour should be closely linked so as to reach a dual objective—raising the living standards of the least privileged, and preserving the environment.

Malaysian Prime Minister Tun Abdul Razak told conference delegates that the industrialized countries had failed to take adequate steps to meet the problems of inflation, unemployment, trade negotiations, international monetary reform and other pressing social issues.

The Prime Minister emphasized that an underlying cause of inflation is "the lack of political will and discipline in important areas of the industrialized world." As a consequence, inflation has been exported to other countries, causing the most hardship for the poor. He warned that inflation erodes social justice. "In the long run, few societies today can expect to grow with impunity if they do not heed the pressures for an equitable distribution of resources," he declared.

"In some quarters it appears that the unwitting victims of many of the crises we face will be labour—in the form of growing unemployment," said Tun Abdul Razak. In citing ILO statistics for world unemployment and underemployment—300 million in a world labour force of 1,600 million—the Prime Minister said, "it would be singularly unfortunate if governments or industry respond to these crises with measures that further swell the pool of idle and under-utilized labour."

Among the changes bringing problems that the ILO must confront, Director-General Blanchard noted that the conditions of man's work, and even the value of work itself, have been brought into question. "The growing unrest can be put down largely to the fact that the vast majority of nations have not succeeded in improving living and working conditions rapidly enough in a period when technical progress has been so staggering." Urgent action is needed to make profound changes in work and the working environment "if our international civilization... is not to lose its most powerful generator, the productive effort of man."



## Inquiry on Work

He envisages the launching of a general inquiry on men and work by the ILO, linked with a program merging the traditional themes of working and living conditions with the more recent ones of humanization and reorganization of work, together with environmental protection. In the industrialized world, the investigation would not be limited to the new experiment of doing away with assembly lines, but would embrace all the efforts being made to render work safer, less taxing physically and more bearable mentally.

In the Third World, it would survey these conditions in the main economic sectors and study the extent to which existing international labour standards are observed. Special attention would be paid to the importation by Third World countries not only of industrialized nations' processes, but also of the total sum of sacrifices demanded of workers, such as repetitive labour, long working hours and occupational hazards. Worker participation in decisions concerning the working environment would also be examined.

## Women

Another social change, noted Blanchard, is the arrival and acceptance of women in the organization and life of our previously male-dominated societies. There is, however, a wide gap between equality in principle and in reality. Vigorous action should be taken in such matters as equal pay and access to employment and promotion.

## Youth

"The last social change that I wish to mention, which perhaps summarizes all the others, is the arrival of youth," Blanchard continued. "In many countries, young people seem to represent a counter-society. But have we been able to prepare them for the employment, the framework and the working conditions which would allow them to develop their potential in our society?"

Youth is in the majority in the world, which means that ILO activity concerns youth above all, he observed. This provides a further justification for the ILO's fight against poverty and its struggle for better living and working conditions.

## Social Doctor

Referring to the political nature of some of the topics discussed at the conference, Blanchard pointed out

that for the world's workers the ILO is a kind of social doctor. "This doctor must help to diagnose the illness, prescribe the remedy, and heal. The doctor does this by concrete acts, which political debates—important as they are—must not hinder. . . . What really matters is community of interest and the will to work together to take practical steps to improve living and working conditions for the benefit of the workers for whom, it should be recalled, this Organization was created."

Resolutions were passed on human and workers' rights in Palestine and other occupied Arab territories, and in Chile; on financing conference delegations; and on future ILO activities concerning employment and the working environment.



**Palestinians' Rights**

The conference declared that any occupation of territory following aggression constituted in itself a permanent violation of human rights and in particular of trade union and social rights. It condemned the discriminatory policies pursued by the Israeli authorities against the Arab peoples.

The ILO's Governing Body and Director-General were asked to use all the means at the disposal of the International Labour Organization to put an end to these practices and to take all measures capable of guaranteeing the freedom and dignity of Arab workers in the occupied territories.

**Chile**

The conference urged the Chilean authorities to put an end to violations of human and trade union rights and to lift all restrictions on the exercise of trade union activities.

It invited the ILO's Governing Body to instruct the Director-General to take urgent steps to send the ILO Fact-Finding and Conciliation Commission to Chile immediately. Chile has agreed that the case be referred to the Commission. The conference also called for a Commission of Inquiry to be set up to study the failure of Chile to apply the ILO's conventions on Hours of Work and Discrimination in Employment and Occupation.

Delegates asked the Governing Body to speed examination of ways to help member states send tripartite delegations to the conference, especially from the developing countries, through partial or full

payment by the Organization of travel costs and subsistence allowances.

The conference invited the ILO Governing Body urgently to study the possibility of convening a tripartite world conference on employment, income distribution, social progress, and the international division of labour. It also asked the ILO to speed up its study program on the social consequences of the activities of multinational enterprises, and to prepare a report on the repercussions of inflation on workers' income and employment. Delegates asked that the full participation of workers' and employers' organizations be encouraged in technical co-operation projects supported by the United Nations Development Program.

Finally, the conference asked the ILO to undertake an action program to improve all aspects of the working environment and to organize meetings and carry out research on the subject.

The conference decided that a working party should be set up to review the ILO's structure. It will review such questions as the appointment of the ILO's Director-General, the composition of ILO bodies, and the conditions necessary for amendments to the Constitution to come into force.

The conference decided that the total of assessed contributions for the year 1975 should be maintained at the same level as for 1974—i.e., \$45,134,500—and that the balance of budgetary income required should come from a special account and from arrears of contributions collected in 1974-75.

Officers elected by the conference were: President, Mr. Pedro Sala Orosco, Minister of Labour of Peru; Employer Vice-President, Mr. Edwin P. Neilan, U.S.A., former Director, Chanslor Western Oil and Development Company and a member of the ILO Governing Body; Worker Vice-President, Mr. Kanti Mehta, Vice-President of the Indian National Trade Union Congress, and a member of the ILO Governing Body; Government Vice-President, Ambassador Imre Kömives, Permanent Representative of the Hungarian People's Republic to the United Nations in Geneva.

## Canadian Delegation

**Government Delegates** — Jean-Pierre Després, Assistant Deputy Minister, Department of Labour; W. H. Barton, Ambassador and Permanent Representative of Canada Accredited to the United Nations Office in Geneva.

**Advisers and Substitute Delegates**—Guy de Merlis, Assistant Director, International Labour Affairs Branch, Department of Labour; R. P. Campbell, Deputy Minister of Labour, Province of New Brunswick; Robert Johnston, Deputy Minister of Labour, Province of Ontario; J. Merrill McAlduff, Deputy Minister of Labour, Province of Prince Edward Island.

**Advisers**—Lucille G. Caron, Assistant to the Director, Women's Bureau, Department of Labour; A. R. Gibbons, Director, Conciliation and Arbitration Branch, Department of Labour; D. R. MacPhee, Second Secretary, Permanent Mission of Canada to the United Nations Office in Geneva; Thomas H. Patterson, Senior Consultant, Occupational Health, Medical Services Branch, Department of Health and Welfare; A. W. Sullivan, First Secretary, Permanent Mission of Canada to the United Nations Office in Geneva; H. L. Voisey, Regional Director General, Prairie Region, Department of Manpower and Immigration; Jan K. Wanczycki, Chief, International Standards Division, International Labour Affairs Branch, Department of Labour.

**Secretary**—Georgette Dumoulin, Accident Prevention and Compensation Branch, Department of Labour.



Front row, l. to r.: D. R. MacPhee, J. K. Wanczycki, J. Simonds, J.-P. Després, W. H. Barton, C. C. Belden, H. L. Voisey. Second row: L. K. Abbot, A. W. Sullivan, J. M. McAlduff, A. R. Gibbons, R. P. Campbell, P. S. Doyle, R. J. Gallivan, Guy de Merlis. Third row: C. Bilodeau, G. Gilchrist, T. H. Patterson, G. Dumoulin, R. E. Wilkes, J. F. Walsh, L. G. Caron, R. Maione, J. Desmarais, E. L. Hartley. Absent from photo: W. E. Curry and Robert Johnston.

**Employers' Delegate**—C. C. Belden, Vice-President, Employee Relations, Dominion Bridge Co. Limited.

**Employers' Advisers**—R. J. Gallivan, Manager, Personnel Services Group, Canadian Industries Limited; E. L. Hartley, Chairman of the Board, Frankel Structural Steel Limited; R. E. Wilkes, Executive Secretary, The Railway Association of Canada; W. E. Curry, Director, Indusmin Limited; P. S. Doyle, Industrial Relations Manager, Ontario Division, The Canadian Manufacturers' Association.

**Workers' Delegate**—John Simonds, Executive Secretary, Canadian Labour Congress.

**Workers' Advisers**—Romeo Maione, Director, International Affairs Department, Canadian Labour Congress; Gilbert Gilchrist, Area Supervisor, United Steelworkers of America; Charles Bilodeau, International Brotherhood of Firemen and Oilers; Lloyd K. Abbott, Regional Vice-President, Canadian Brotherhood of Railway, Transport and General Workers; Jacques Desmarais, Legal Adviser, Confederation of National Trade Unions.

G.S.



# A MAJOR CLRB JUDGMENT

For the sake of industrial peace, union certification should be based on the proportion of members signed up at the date of application rather than at the date of hearing, the Canada Labour Relations Board ruled in a recent judgment.

The case involved an application by the General Drivers, Warehousemen and Helpers, Local 979 of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America to represent in a bargaining unit 44 employees of Swan River-The Pas Transfer Limited of Winnipeg. On March 16, 1973, when the application for certification was filed, a majority of the workers wanted to join the Teamsters.

The company responded to the application by requesting a hearing, which, because of a backlog of work at the Board, was not held until September 10, 1973. In the intervening months, 23 employees left the company and were replaced by 23 new workers. The union made no effort to sign up the new employees, the CLRB was informed, because previous Board practice had been to disregard members who signed up after the date of the application.

The Canada Labour Code allows the CLRB, at its discretion, to authorize a representation vote among employees of a proposed bargaining unit as proof of their desire for union certification. The company contended that, in view

of the special circumstances—the delay in the hearing and the staff turnover—such proof was needed at the time of the hearing, not at the time of the application. In the union's view, all the legal requirements for certification eligibility were met at the time of the application, and the delay was irrelevant to the legal question. The Board's concern was that "by way of extension, the company's interpretation would have to be adhered to in almost all such cases. Far-reaching consequences would evolve if the Board were to adopt the interpretation suggested by the respondent."

The Board's final decision made reference to "basic philosophies of labour relations," which are based on the belief that the purpose of the Canada Labour Code is to promote industrial peace. The company argued that this object could not be achieved if there was a certification without a vote when there was no membership support. The judgment noted, however, that the majority of labour specialists follow another school of thought—that "industrial peace is bound to be disrupted for long periods of time if the Board has to take into consideration events taking place between the date of application and any subsequent date." Once it becomes known that, after the date a worker signs a union membership card, circumstances can change and affect the decision of a labour board, there is the possibility of labour relations

chaos: Unions actively pursuing memberships, employers coercing workers to leave the union, or rival unions filing after-thought applications.

"These are all realities of labour relations: all are disruptive of industrial peace. Of course, there are situations where a labour board has to ascertain by vote the true wish of the employees, such as when it is alleged and eventually proven that the majority status was reached by illegal methods, threats, false representations, or fraud vis-à-vis the employees. However, outside of these circumstances, if the date of the applications is not determinant and all of the above situations are allowed to develop, a labour board might be reduced to ordering votes in almost all cases," said the judgment.

"In general, the best way to achieve industrial peace and stability in this connection is to establish a machinery whereby the workers are impressed with the seriousness of signing a union card and disbursing money, since this will be considered as the chief and best expression of their free wish, one that cannot be changed at will or changed easily after the application is made.

"This must be a system where the employers know that it is virtually useless to campaign to obtain resignations once the application is in; a system where, once the application is made, the union will stop campaigning to obtain signatures because it would serve no purpose in establishing majority status; a system that will not create a temptation for some employers to commit unfair labour practices to obtain resignations or indulge in effective legal campaigning against the union."

Therefore, the judgment summed up, neither the uncontrollable lapse of time between the application and hearing dates, nor personnel turnover should detract from or interfere with certification.

# THE HEADHUNTERS—

## A Look at Temporary Employment Services

by **BONNIE CAMPBELL**

"I am a Headhunter" is printed boldly across the top of a one-page ad in a Toronto newspaper. The Headhunter is recruiting employees for Opportunities Unlimited, a private employment agency that specializes in finding temporary specialized workers for both government and private industry.

Private agencies such as Opportunities Unlimited are able to flourish because Canada Manpower, the federal government public employment agency, deals exclusively with full-time employment and does not actively seek out potential workers.

The Headhunter states that his firm recruits employees for companies who are desperate for good workers on a temporary basis. "So desperate they'll pay us a very good fee for each one we find," he continues, "so much, in fact, that it would be embarrassing if we weren't worth every penny. To find a good secretary, we earn a fair reward. For an expert draftsman, more. For a computer programmer, more still."

Most employers like to recruit through a temporary agency because they are not responsible for fringe benefits, payroll costs and the costs of recruiting an employee. The firm pays the agency the going hourly rate of pay for a specific job category plus a markup cost of approximately 50 cents to one dollar an hour. The markup covers the expenses of the private employment agency—advertising, canvassing of employers, and public relations. In 1966, the last year for which figures are available, payroll costs took up an average of only 25 per cent of the private agencies' gross receipts.

An Office Overload representative in Ottawa, Maureen Price, believes that the client has found it a cost saving to pay Office Overload for its services rather than to undertake them himself. "Office Overload has spent many years specializing in the temporary office help field, and has developed techniques for

hiring, interviewing, selecting, and keeping in constant touch with the right kind of people who want temporary work," said Mrs. Price. "The client finds it far less expensive to let Office Overload organize his temporary staffing for him."

Temporary employees are also useful to firms with seasonal workloads. If a firm staffs to maximum work periods, the workers may be underutilized in the slack periods. An often-used alternative is to staff minimally and then to hire temporaries when conditions demand.

Workers are attracted to the private employment firms because of the temporary nature of the employment, which meets the needs of those who wish to enter, leave, and re-enter the labour force without the restrictions of full-time employment.



Temporary agencies have been in operation since the late forties in both Canada and the United States. Robert B. Millers, President of Employees Overload, an American temporary help agency, began in 1947 by running an ad in a New York newspaper. The ad asked people who wanted to work for Miller at their own convenience to phone him. He had hundreds of calls. Miller repeated this experiment in other cities and came away convinced that a service able to provide work for such people would have a tremendous reservoir of available labour.

Stanley Aaron, President of Canada's Personnel Pool, started his temporary agency 17 years ago. He needed money to go back to university in the fall and thought that it might be a profitable business venture to start up his own employment agency, providing temporary workers for the various government departments in Ottawa. His business was so successful that he never returned to university. This is his only regret.

In the postwar period, the demand for temporary workers increased, especially in the sector of industry specializing in managerial, professional, technical, clerical and sales occupations. The Economic Council of Canada's Eighth Annual Review described successful agencies as "those which continually move into new areas to exploit shortages of workers in particular occupations and professions."

The U.S. Census reports that in 1963, the temporary office help section of the industry had 816 firms selling \$159 million of business; and from 1963 to 1967, the number of firms increased by 50 per cent, and sales by approximately 100 per cent, to \$331 million. The same report states that about 2 per cent of the work force—1.6 million persons—can be classified as temporary.

In France, temporary help agencies provide work for approximately 1 per cent of the work force, and by 1980, this is expected to rise to 5 per cent.

Temporary agencies are prospering in England as well. The London **Economist** reported that the Employment Agency Federation in London has 193 members, about 60 per cent of all the agencies in the city, who provide temporary clerical help.

In Canada, the only figures available on these agencies are derived from the 1961 and 1966 censuses. For certain occupational groups, notably professionals and white-collar workers, private agencies are a particularly important job intermediary. In fact, when the agencies' gross earnings per labour force member are compared for Canada and the U.S., it appears that during the mid-1960s such agencies were more important in Canada than in the United States.

In 1961, private agencies had only 52 locations and gross receipts of less than \$3 million. By 1966, there were 248 locations and gross receipts in excess of \$35 million—a total increase in receipts of over 1200 per cent.

These statistics show that there is a shortage of temporary workers and an increasing demand for their services. The real question is, then, what do private agencies provide that public agencies do not, or could not provide? Why would any employer pay a fee to a private agency for filling a vacancy when the public agency stands ready to perform this function without charge?

The Canadian Labour Congress, in its 1974 memorandum to the Government, believes that the federal Government, by way of the Canada Manpower Centres, should take over the functions of the temporary agencies.

"Some of these agencies, we are prepared to admit, conduct a legitimate operation, but most of them in our view make a sizeable profit by exploiting the plight of jobless workers."



The Canadian Labour Congress noted that "private employment agencies and their activities do not come within the constitutional powers of the federal Government. The Congress recognizes this, but the point that is somewhat overlooked, is that if Canada Manpower was doing its job effectively, there would be no demand for these private employment agencies across the country."

A private members bill intended to impose some controls on temporary employment agencies had been brought before the Commons in March of 1973. The purpose of the Bill was to have the federal Government negotiate with the provinces to ensure the implementation of the International Labour Convention concerning fee-charging employment agencies—and to prevent some from charging exorbitant fees in the placement of unemployed workers. But, like most private members bills, it died on the order paper.

Could Canada Manpower take over the services presently operated by the private agencies? Most of the private agencies say no. Those in the private sector, guided by the profit motive, believe that business is more efficient than the Government.

Canada Manpower Centres across Canada do have the network for setting up their own temporary employment service, but to date, it has not been expanded to include secretarial and clerical workers.

"Casual Pool," the federal government temporary service, has been in operation since 1942 when it was created as part of the National Employment Service, under the Unemployment Insurance Act, implemented in 1941. Casual Pools, located in all major Canadian cities, provide temporary workers for the labour and service sector of the economy.

When the service was set up in 1942, it was used extensively, but by 1946, numbers dropped as the number of private firms recruiting temporary workers increased, said Joe Keeble, who has been with "Casual Pool" since its introduction in 1942.

Canada Manpower has started a temporary casual pool for students in its summer student program. "It is a major section of the summer student program and accounts for about 10 to 15 per cent of all jobs placed," said summer job counselor John Tobias.

Most of the part-time jobs reported to the summer student program are odd jobs—cleaning, painting, gardening and general labour. Few secretarial and clerical jobs on a temporary basis are reported to the manpower centres.

"Most of these jobs are handled by private firms, such as Office Overload or Personnel Pool," said Mr. Tobias. "If they weren't around, I suppose we'd be looking after that part of the labour market."

But according to an official government spokesman in Ottawa, the federal Government is planning its own temporary employment agency similar to the Ontario Government's temporary agency.

The Ontario Temporary Help Agency, which provides temporary workers for the Ontario ministries, has been in operation since March of 1968, when the Ontario Civil Service Commission decided such a service was needed.

"Consistent payments were being made to the private agencies for short-term staffing requirements," said Maureen McEwen, Chief of Employment for the temporary employment program. The Ontario ministries who employ workers through the agency are billed once a month, and charged a five per cent administration fee over and above the total wages received by the temporary worker. At the end of the year, any profit goes back to the Ontario Government.

The private agencies have challenged the program and have created a pressure group, The Canadian Institute of Temporary Help and Business Services, to lobby against government-run temporary employment agencies. President W. J. Coke believes that private contractors have in the past serviced the government's needs adequately, and there is no need for a government-run operation.



Ontario maintains that it can run its own temporary agency at a cost lower than that provided by the private agencies, and at the same time offer a high quality, specialized service benefiting the employee, who receives higher wages.

In its Eighth Annual Review, the Economic Council of Canada agreed that a public agency could handle the temporary job market more equitably than private agencies. It would be vital, however, for any public agency to be vastly different from the present Canada Manpower Program.

At the moment, Canada Manpower centres do not employ the recruiting techniques, such as sophisticated advertising and promotional activities, used by the private agencies to locate employers needing temporary and full-time workers. The Manpower Program serves the entire spectrum of job hunters, but to a substantial extent is "employee oriented." If Canada Manpower is to properly service the job market, it will have to adopt some of the selling techniques of the private agencies while maintaining the non-profit attitude of a government service.

However, some of their techniques have been adopted. The Manpower Program has recently attempted to increase the number of successful job placements. The director of the department's manpower delivery system, John Devlin, said that although the department has taken

a traditionally passive role in matching people to jobs, it is now using new ideas and new methods to increase the visibility of manpower centres and their job information service. These include window displays, storefront operations and travelling mobile units.

Manpower's aggressiveness follows the policy announced in November 1973 by Manpower and Immigration Minister Robert Andras. He told a Commons Committee that the new program would replace the "static, mechanical clearing house aspect" of previous manpower policies with a more flexible and dynamic approach.

Another important difference between public and private agencies is their attitude toward communicating information about job vacancies. Public agencies make information available to all job hunters: private agencies keep information on job vacancies and available workers confidential, since they would be unable to charge for information available free.

Because private agencies will continue to be used extensively as a means of finding employment, there must be a way of ensuring that job hunters have an equal chance at all available jobs. This means that all job information must be public. The restriction on the flow of job market information could be minimized if all temporary employment agencies were compelled by law to report job vacancies to Canada Manpower. A file in Canada Manpower centres could list the extensive information on the job vacancy along with the name of the private agency involved.



Private agencies can make an important contribution to the job market system; as recruiting specialists they serve as an effective adjunct to the employer's personnel office, saving him the time and trouble of recruiting workers. If they can be integrated into a revised Canada Manpower job market information system, private agencies will then be performing their proper function.

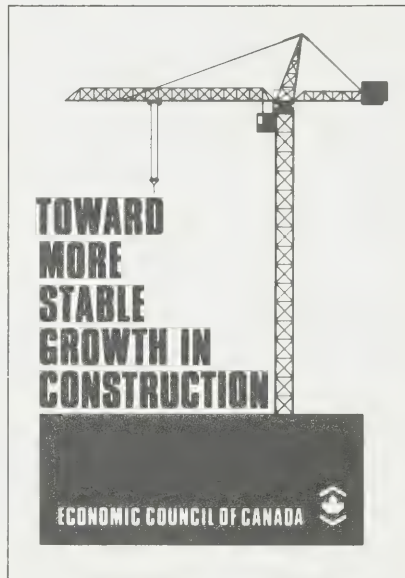
## ECC proposals

# Stabilizing the Construction Industry

by TED WEINSTEIN

A system of levies and incentives along with a federal review of the economic impact of major construction projects—all designed to help alleviate the costly cyclical nature of the construction industry—have been recommended by the Economic Council of Canada.

The Council released a study on the industry, **Toward More Stable Growth in Construction**, last July about 30 months after Prime Minister Trudeau had requested the ECC to examine the industry, particularly its cyclical instability. The resulting 243-page document, containing 11 recommendations, incorporated the ECC findings after 15 background studies had been completed and 53 briefs submitted.



Economic growth patterns continually vary and repeat themselves in cycles, the Council noted. Why, then, are people so concerned about instability? "It is basically because the economic factors that enter into the production process—management, labour, equipment, materials, and to a lesser degree, financing—are not perfectly mobile."

In an unstable production situation, they experience periods of unemployment and involuntary idleness, or they may be less than fully productive in other periods, all of which represent real costs to society. Moreover, instability in the economy at large, and in the individual sectors such as construction, create price and employment pressures that alter the earnings or income positions of one group of Canadians relative to another. In the extreme, instability can lead to pronounced income redistribution, particularly at the peaks and troughs of the cycle.



"In short, while some instability is inevitable, too much is counter-productive, inhibiting growth and the fair distribution of its rewards. The key question becomes that of how to minimize instability while maintaining economic growth," said the Council.

Governments are responsible to a large extent for construction instability, the study found. All levels of government, including Crown corporations, should co-ordinate their plans to avoid simultaneously beginning several large projects—the St. Lawrence Seaway and the Trans-Canada Pipeline, in the 1950s, or the James Bay project and energy exploration and pipeline projects in the 1970s—which generate a construction boom, followed by a sharp recession. The federal Cabinet should review the schedules and prospective economic impact of major projects to decide whether rescheduling would help alleviate the peaks and recessions, recommended the ECC.

Other recommendations were also specifically aimed at governments. As well as urging the federal Government to review forthcoming major projects, the ECC made the following suggestions: that all levels of government determine target rates of growth for their departmental spending on construction; that the heads of large Crown corporations and other government enterprises be convened by the federal Finance Minister—in consultation with provincial governments—to discuss their construction plans and schedules; and that the federal and provincial Ministers of Labour and Manpower be convened to establish and study the findings of task forces concerned with (1) finding employment for unemployed construction workers; (2) the structure of construction welfare

and pension plans; (3) ways and means of facilitating more orderly, phased construction activity; and (4) achieving greater uniformity of laws and regulations concerning the industry.

The federal Government should also institute a system of levies and incentives to help stabilize construction, the study suggested. The bonuses or incentives would go to customers—not the builders—would apply only to non-residential construction, and would apply only in specified construction slump periods. By the same token, the levies would also apply only to customers ordering construction in specified peak periods. The bonuses and levies would take regional variations into account and would not apply in neutral periods between slumps and peaks.

In line with previous government studies on housing and taxation, the Council also urged elimination of the sales tax on building materials because it fails to distinguish between kinds of construction and puts an unfair burden on low-income house buyers.

The study found that 1972's construction value of \$17 billion was fairly evenly divided among residential, non-residential and government.

The federal share of construction spending has sharply fallen during the past 20 years: in 1952, it accounted for 33 per cent of all government spending, compared with about 15 per cent in 1972. Municipal governments accounted for about 33 per cent in 1972, and provincial spending for about 50 per cent. Government spending on construction has not become any more unstable, but with residential and private non-residential construction instability dropping substantially, the relative share of governments in total construction instability has risen sharply since 1952.

"Overall, government expenditures on construction account for about 33 per cent of all construction instability, very close to their relative importance in the total volume of construction activity. The federal Government accounted for 33 per cent of total government construction instability over the 1951-70 period; the provincial governments for 50 per cent, and the municipal governments, for 14 per cent. The federal Government, therefore, accounted for more of the instability than its share in expenditures," the study declared.

Construction instability is also caused by the changing level of demand in the economy as well as changing interest rates, according to the ECC. These factors, coupled with government action, result in a costly waste of manpower and material during slumps and in a short supply during peaks. Aggravating this are seasonal variations, fragmented labour patterns, and the diffusion of an industry made up of more than 80,000 private firms.

For the 600,000 workers in the industry in 1972, wages have risen faster than those in other industries. Their wages were about even with manufacturing wages in 1951, but by 1972, the average construction wage had reached \$5.15 an hour, compared with \$3.54 in manufacturing. "With higher wages and fringe benefits, better public health and pension protection, adult training alternatives, higher unemployment insurance benefits, and reduced seasonality, construction workers are not as financially insecure as they were even a decade ago," the Council noted. Nonetheless, cyclical instability of the industry tends to be associated with short-term jobs, seasonality, and unemployment rates three times as high as for male workers anywhere in the economy.



Public Archives

## 50 YEARS AGO

"Utilization of Workers' Spare Time," a Draft Recommendation of the International Labour Conference published by the International Labour Office (League of Nations) in its monthly magazine **The International Labour Review**, was one of a series of ILO studies on economic conditions in various countries. This study, which deals with measures taken in Canada to promote the amenities of social life in rural districts, was reprinted in the September 1924 issue of **The Labour Gazette**:

"Owing to their vast territories and scattered population, Canada and the United States differ from European countries in regard to the problems connected with the fostering of a rural civilization. In England a farmer is generally an employer of agricultural labour, but in Canada he frequently

depends upon his own exertions to make a living and possibly to pay back the loan that has enabled him to make his venture. 'The initial problem was to break through the barriers that make for intellectual loneliness in farm life.'

"The home of the individual farmer remains the social unit even when hired labour is considered. The hired man who works all the year round is generally an unmarried man and lives in the farmer's house, taking part in the family life and having his share of the family recreations ... Provincial Governments in Canada are beginning to consider the need for more definite provisions for hired men in regard to housing accommodation. Thus

Ontario offers farmers a loan of money at 5 per cent interest extended over a period of 20 years, on condition that the farmer sets aside one or two acres for the use of the farm hand. Generally speaking, no difference exists in Canada between the interests of the farmer and his hired man in regard to organized opportunities for recreation, excepting only 'industrialized' farms connected with fruit canning and dairying, which are mostly within reach of urban centres.

"Modern conditions, however, are tending to modify the loneliness of farm life ... In Canada and the United States the automobile has entirely changed the habits of the farmer and his family. In Manitoba, Alberta and Saskatchewan alone,

nearly 20,000 motor cars have been purchased by farmers, and although these are used primarily for business purposes they add to the value of 'spare time' after work. The rural telephone systems also tend to break down the isolation in which farmers and their families formerly lived.

### Community Halls

"The province of Ontario, by the Community Halls Act of 1920, enables local authorities, by means of bylaws, to provide **community halls** and **athletic fields** in rural communities. The provincial Government may grant one fourth of the cost of a hall up to a maximum amount of \$2,000 . . . It is intended that an athletic field shall be attached to every hall, unless adequate provision for athletic purposes is otherwise provided in the district. Under the regulations made in accordance with the Act every hall must include an assembly room with movable seats, stage and other equipment as may be approved by the Minister of Agriculture, as also accommodation for a library and reading room where required by the Minister. It is intended that these halls shall be available for all gatherings and meetings of a community nature, the building and athletic ground being 'for the use of all the people,' and to emphasize the character and purpose of every hall or field thus established, the Act requires that the word 'Community' shall be part of the name of each and shall be prominently displayed . . ."

### Agricultural Education

Tribute was paid to the "far-reaching effects of the Agricultural Extension Act of 1913 in developing

the social side of farm life in Canada. The object of this act, it is stated, was the introduction of a decentralized form of **agricultural education**, and to provide an 'agricultural representative,' or local adviser, in each district. These officials, 'equipped with a practical knowledge of farm life and inspired by a desire to be of use to country communities, have stimulated and encouraged these to recognize their local problems and to work toward their solution . . .

"Approximately two thirds of the annual Dominion grant, which has been made since 1913 toward agricultural instruction in order to supplement provincial appropriations, is devoted to bringing instruction to farming populations in their homes. Each agricultural representative has an office in some town centrally situated in relation to his district, and most of the local recreational activities such as Women's Institutes 'and Boys' and Girls' Clubs look to him for inspiration and encouragement . . .

### Library Facilities

"Canada is in advance of older countries in the provision made for **libraries**, especially travelling libraries. In Ontario the demand for library privileges is greater among rural communities than in towns, and at the present time 350 out of 470 stationary libraries in this province are in country districts. The travelling libraries are maintained entirely by the Legislature and are

conducted by the Public Libraries branch of the provincial Department of Education. The Department shares with the borrowing community the cost of transport of bookcases for use in the Community halls. Saskatchewan supplements the travelling libraries by an 'open shelf library' established at Regina, containing books on economics, sociology, history, the arts, etc., for the use of associations or individuals requiring them. Most of the readers are farmers, who are found to devote more time to study than people in cities.

"**Women's Institutes** were first established in Ontario in 1897 by a group of farm and village women, and the success of the movement soon caused them to spread throughout the Dominion. 'In many rural centres the responsibility for organization of entertainment for the community has been shouldered by wives and daughters who first learned from their Institute leaders how to stage an amateur play, lead community singing, or, in addition to getting up an entertainment, to take a worthy part in it themselves . . . Everywhere they [the institutes] have stood for the establishment or increase of wholesale recreation, and their success is largely due to the fact that the Institute is non-partisan, non-sectarian and without class distinction'."



# BOOK REVIEWS

## INDUSTRIAL DEMOCRACY

**JOB POWER**, by David Jenkins (hardcover, Doubleday & Co. Inc.; paperback, Penguin Books Inc.)

by ED FINN

Most people involved in industrial relations, whether in unions, companies or governments, are so busy that they have little spare time for reading. If they can read only one book in 1974, however, it should be David Jenkins' definitive work on industrial democracy.

Unfortunately, the concept of a democratic workplace has been so thoroughly ridiculed and discredited in North America that most managers and labour leaders no longer take it seriously. They dismiss it as Utopian daydreaming, as the wishful thinking of extreme leftists or woolly-headed sociolo-

gists. They certainly wouldn't set aside the five or six hours needed to read **Job Power**, no doubt prejudging it as a waste of their precious time.

That's sad, because it might well be the most stimulating and productive five or six hours they will spend this year. Jenkins may not convert them all to believers in industrial democracy, but, if they give him a chance and read what he has to say with an open mind, they can't help but be impressed by the wealth of arguments and case histories he has marshalled to support his thesis.

Briefly stated, that thesis is that the replacement of autocratic managerial methods by employee decision-making power is not only feasible but imperative; that it will cure most of the ills that now plague our plants and offices; and that it will benefit employers even more than workers.

**Job Power** is not a polemical screed. Jenkins, although he is a strong advocate of industrial democracy, is no fanatic. He spent two years travelling around Europe and this continent, studying all the experiments and innovations in work methods introduced by various nations and individual firms, and talking to managers, unionists, politicians and workers, before sitting down to his typewriter. The result is a tremendously informative and thought-provoking book, described by **The New York Times** as "exciting, important . . . could revolutionize work and organizational life . . ."

Jenkins sees industrial democracy as "an idea whose time has come." Employees the world over, he points out, are showing their distaste for regimentation and authoritarianism in the workplace, and demonstrating their desire "to use their initiative and intelligence in their work—as is shown in more or less constant, widespread absenteeism, turnover, and sabotage." As one expert he quotes put it, "The growth of affluence, the growth of education, has led to a shortage of morons." Mind-numbing, arduous, repetitive jobs and oppressive supervision are no longer tolerable to today's younger, more educated worker.

Many of the European countries have gone well past the stage of treating industrial democracy as a theory, and are committed—in different ways and different degrees—to putting it into practice. Jenkins reports extensively on the new "labour revolution" that is taking place. He examines the kibbutz system in Israel, codetermination in Germany, self-management in Yugoslavia, and the autonomous work teams in Scandinavia, as well as the experiments with democratic productive techniques undertaken by some companies in Britain, France and the United States.

It would have been tempting to any supporter of industrial democracy to extract from these studies only those aspects that validate his assumptions. Jenkins resists such selective tendencies. He sees the drawbacks and difficulties, as well as the promising results, that are inherent in the democratic approach to work management. "In surveying the variety of approaches," he writes, "and despite the serious defects that afflict many of them, we see in almost every case that the advantages outweigh the disadvantages . . . The fact is that democratic methods have worked under an astonishing variety of conditions, and with such varied groups as salesmen, scientists, production workers, office workers, and people across the spectrum of education and skills."

Whenever a company has made a genuine effort to democratize its work system, the results have been spectacular in terms of both improved employee morale and increased production. Operating costs have been reduced by as much as 50 per cent below those of a comparable, conventional plant, despite much higher pay scales. Absenteeism and turnover have virtually disappeared. Why, then, do most companies—and unions—in Canada and the United States continue to dismiss industrial democracy as a crackpot idea? In the main, it's because of their conservatism, their commitment to the traditional cleavage between boss and worker, their low opinion of the intellectual capacity of the average employee.

Most managers, too, are power hungry and seek supervisory positions because of the power it gives them over their subordinates. Jenkins quotes psychologists who claim that "the power-loving man

is a sick man who seeks to compensate for his own inadequacies by gaining control over others . . . And the whole program of management rewards and status is constructed to reinforce this set of attitudes and motivations."

Managers who relish the perquisites of power will not willingly surrender them. One would think that our unions would be in the vanguard of the battle to transfer decision-making power to the shop-floor level, but, in fact, as Jenkins remarks, "They have been almost completely uninterested, and indeed very few of them are even aware that such things as democratic management techniques exist . . . For the most part, U.S. labour has enthusiastically accepted the principle that man works only for money. Bargaining has thus been confined to a relatively narrow range of issues."

In consequence, most places of employment in North America—both in the private and public sectors—rate below 2.0 on the Likert scale. This is a measurement devised by Rensis Likert, Director of the Institute for Social Research at the University of Michigan, and a leading innovator in the field of work-group production. "Widespread use of participation in the decision-making process, through the building of well-knit, effectively functioning work groups," says Likert, "is one of the more important approaches employed by the high-producing managers."

He identifies four management styles: System 1, exploitative-authoritative; System 2, benevolent-authoritative; System 3, consultative; and System 4, partici-

pative-group. A questionnaire he has devised, when filled out by supervisory and management people, discloses where any particular firm fits on the scale between 1.0 and 4.0. The higher on the scale a company goes, the higher goes its productivity.

"Those firms or plants where System 4 is used," says Likert, "show high productivity, low costs, favourable attitudes, and excellent labour relations. The converse tends to be the case for companies whose management system is well toward System 1." Getting employees involved in the decisions is the key. "Every civilized nation will have to move toward that ideal, since it's the only effective system in today's world."

Jenkins has done his homework. He explores every facet and implication of industrial democracy, anticipates and answers every objection, and demonstrates beyond all doubt that it is a practical, workable cure for the "blue-collar—and white-collar—blues."

He sums up the message of his book by dividing it into its component parts: "Half of it is the problem of work created by overly autocratic work environments, and the other half is the will to find solutions. The existence of the problem is inescapably obvious. But, happily, solutions—practical and of demonstrable effectiveness—are readily available. Freedom is within reach."

This is an important book. Get it. Read it. It may change your way of thinking about work, about management, about the priorities of collective bargaining. It may even make you wonder if perhaps you shouldn't try to move your own managerial system further up the Likert scale.

# YOU SAID IT

## The Workaholic

A workaholic is a person who is addicted to the work habit, just as irrevocably and seriously as an alcoholic is hooked on booze or a drug addict on heroin. He's a slave to work, and his compulsion takes precedence over his health, family and friends. Our society looks down on alcohol and drug addicts for their weakness, and because of the hardship they impose on others. By contrast, the workaholic is praised for his productivity and his contributions to society . . . (But) an unduly large proportion of disturbed children, and alcoholic and emotionally ill wives come from families where the father and/or husband is a slave to work.—*Sidney Katz, Toronto Star, June 8, 1974*

## Job Creation

There is a contradiction between occupational aspirations and the existing job market. If the aspired-to jobs do not exist, they will have to be invented by the government interfering with the market—that is, by creating jobs. This response is fully in accord with what has already been taking place: a vast expansion in government (on all three levels of the American political system) and government-related employment over the past 10 years . . . The dangers are obvious: If there is an overriding lesson to be learned from the history of the past 100 years, it is that the modern state is the most dangerous institution around. And additional expansion of state power, even if deemed necessary, is to be looked at with the deepest suspicion.—*Brigitte Berger, from "People Work—The Youth Culture and the Labour Market," printed in The Public Interest, No. 35, Spring 1974.*

## Postal Code

The Canadian Union of Postal Workers was mistaken when, at its Québec City convention, it resolved to boycott automated mail handling and to encourage the public not to use postal codes. Though the CUPW wants the boycott only until the government agrees to negotiate technological change, the move is still a mistake. A weapon used once can be used again. The move raises the spectre of future boycotts of automated equipment over entirely different issues.—*Editorial, The Citizen, Ottawa, June 6, 1974.*

The federal Government is asking for trouble, which Canadians everywhere are likely to have to bear, if it doesn't start treating its own employees, such as postal workers, as it requires private employers to treat theirs . . . The Government was unable to prevent a damaging illegal strike in April of postal workers protesting the proposed introduction of automatic equipment that they felt threatened to downgrade certain job classifications . . . Postal workers and other civil servants are second-class employees in Canada. The Canada Labour Relations Act allows unions in the public sector to negotiate the terms of technological change, even when a contract is still in force. Government workers, operating under the Public Service Staff Relations Act, have no such right. There are cases in which there are legitimate reasons for treating private and public workers differently—as, for instance, denying the right to strike in certain essential public services. But negotiating significant operating changes which workers feel may affect their livelihood is not one of them.—*Editorial, The Toronto Star, June 6, 1974.*



## Consumer Credit

At the end of 1968, according to the **Bank of Canada Review**, consumer credit outstanding in Canada totalled \$9.9 billion. It has risen steadily to the point where, at the end of 1973, it stood at \$17.7 billion. This money is helping to fuel inflation because it is sending out an excess of dollars to pursue a shortage of goods and services. Moreover, the lending agencies, from banks to finance companies to retailers to all the rest, are actively urging their customers to borrow more money to make more purchases on credit. . . . Measures to restrain credit would not be popular with the lenders. They might be unpopular with some manufacturers and unions, although, until supply catches up with demand, the impact on unemployment might not be great. But there is a possibility that such measures would be popular with more consumers than politicians might suspect. A lot of people have become nervous about spending money they have not earned, but they are caught up in what has become a way of life; they might welcome authority that put backbone into their weak sales resistance.—*Editorial, The Globe and Mail, June 19, 1974.*

## Inflation

The gravity of our current inflationary problem can hardly be overestimated. Except for a brief period at the end of World War II, prices in the United States have been rising faster than in any other peacetime period in our history. If experience is any guide, the future of our country is in jeopardy. No country that I know of has been able to maintain widespread economic prosperity once inflation

got out of hand. And the unhappy consequences are by no means of an economic character. If long continued, inflation at anything like the present rate would threaten the very foundations of our society . . . Discontent bred by inflation can provoke disturbing social and political changes, as the history of other nations teaches. I do not believe I exaggerate in saying that the ultimate consequence of inflation could well be a significant decline of economic and political freedom for the American people.—*Arthur Burns, Chairman of the U.S. Federal Reserve Board.*

## The Unthinkable

The Ontario Nurses Association has said that nurses in 39 hospitals in the province will go on strike at midnight on July 22 unless there is a settlement of their wage dispute with the hospitals . . . A strike of nurses in 39 hospitals is, of course, a horrifying prospect, which is why such an action has been made illegal. In the savage game of contemporary labour negotiation, however, the illegal must not be confused with the unthinkable. After all, the illegal strike has been used so often by so many that it has almost achieved respectability. It derives this status from such episodes as the strike of airport firemen, the strike of policemen in Montreal, the strike of employees at Toronto Western Hospital, the mid-contract strike of postal workers, and a host of other defiant—but apparently quite safe—means of obtaining a good contract. The list, if not endless, is at least long enough to give great encouragement to those who are

(nominally) forbidden to strike, reinforced as it is by the thought that hardly anyone is ever called upon to pay the penalty for lawbreaking. Governments invariably take the short view that it would be a great pity to spoil the atmosphere of relief after a return to work by prosecuting the leaders and participants of an illegal strike. So they go on their way, and soon there is someone else lined up to think the unthinkable thought. Whether it actually comes to a strike or is merely the threat of a strike scarcely matters. You can be charged with armed robbery without having fired a gun; it is enough to wave it under the nose of your victim.—*Editorial, The Globe and Mail, Toronto, June 29, 1974.*

## Prisoner's Plea

Approximately once a year, a Member of Parliament will suggest in the House of Commons that inmates in federal institutions be used to develop the Canadian north. Each time, the suggestion is rejected. It was brought up again in November, and Solicitor General Warren Allmand rejected the proposal, saying "it would not be rehabilitative," or words to that effect. I wonder if Mr. Allmand knows the history of Australia. It worked there. In Canada . . . the "rehabilitative" program that is now being used is a complete failure, or at least an 80 per cent failure. It is also an expensive failure . . . as the total budget for the Penitentiary Service being footed by the taxpayer is around \$100 million for the fiscal year . . . If inmates

were used to develop the north, two main objects would be achieved: society would be protected because the only way in or out would be by plane . . . and the inmate would be forced to work in order to survive . . . There is currently an oil shortage in Canada, but the Athabaska Tar Sands reportedly hold more oil than all of the Arab countries put together. Prisoners could be used to get the oil out of the ground and solve this shortage. Instead of sewing mail bags or doing other meaningless tasks for years, for the first time, prisoners would be doing something worthwhile, and would no longer be a drain on the taxpayer—*Editorial in the Quarter Century Newsletter, published every three months by inmates of the Quarter Century Group, Millhaven Institution.*

### Essential Incomes

When the law deprives a group of workers of the right to strike, it must not also doom men and

women and their families to a lifetime of poverty . . . Strikes of hospital workers, unlike those of printers, carpenters, plumbers or musicians, have within them the risk of endangering people's health or their very lives. In Ontario, that risk is precisely why hospital workers' strikes are illegal and so must remain . . . [It is necessary] to find a way to make compulsory arbitration work so that the men and women who toil in our hospitals are remunerated in accordance with their skills, abilities and productivity, and in accordance with what they could earn doing similar work outside hospitals where they might legitimately go on strike. One group of hospital workers, the doctors, has managed to work out a formula with the government . . . to achieve this kind of justice. Doctors' fee increases are to be based on guidelines that take into consideration other professional incomes . . . the cost of living, trends in doctors' earnings, and cost comparisons with other jurisdictions. Similar guidelines for all the other persons who help care for the sick can surely be established and applied so that hospital workers need no

longer be tempted to throw up their jobs and go on welfare, or be made to feel like second-class citizens. The unions representing hospital workers would gain immeasurable public support were they to begin drawing the guidelines instead of asking to be allowed to strike and so threaten public health and life—*Editorial, The Toronto Star, July 4, 1974.*

### So much . . .

I was interested to learn . . . that, in June of next year, the grocery clerks who stock shelves at Steinberg's will be getting \$237.50 a week, or, by my mathematics, \$1,050 a month. Under the settlement made by the Ontario Nurses' Association and 45 Ontario hospitals a couple of days ago, a trained nurse will (as of next year) start at \$945. A nurse with seven years experience will get the top salary the contract provides—\$1,145 a month, or just 10 per cent over the grocery clerks. So much for education, for experience and for responsibility.—*Richard J. Needham, The Globe and Mail, Toronto, July 19, 1974.*

# PRICES AND EMPLOYMENT

## Consumer, June

The consumer price index (1961=100) rose 1.3 per cent to 166.7 in June from 164.6 in May. The most important factors in the increase were a rise of 1.2 per cent in the housing index, a 1.2 per cent increase in the food index, and a 1.9 per cent advance in transportation. Clothing prices rose, on average, 1.0 per cent, and the index for recreation, education and reading advanced 1.5 per cent. The health and personal care component rose 0.6 per cent, and that for tobacco and alcohol, 0.5 per cent. The price level for all items other than food rose 1.3 per cent. Between June 1973 and June 1974, the all-items index advanced 11.4 per cent.

**The food index** rose 1.2 per cent to 188.4 from 186.1, as home-consumed food prices advanced, on average, 1.0 per cent, and prices of restaurant food increased 2.1 per cent. Higher prices for fresh produce, responsible for the rise in the home food index, more than offset declines for beef, pork and eggs. Prices of fresh vegetables and fruit rose more than 9 per cent—with increases of 40 per cent for carrots, 30 per cent for lettuce, 19 per cent for bananas, and 13 per cent for apples. For the twelve months ending in June 1974, the price level of fresh vegetables increased by 17.6 per cent and fresh fruit by 13.9 per cent. In early June, beef and pork prices were 2.0 per cent below their levels of a month earlier but poultry prices increased slightly. Egg prices declined 2.7 per

cent in June but were still higher than the 17.6 level of a year ago. The cereal and bakery products index rose 1.4 per cent, dairy products 0.6 per cent, and the fats and oils component 1.7 per cent. Sugar prices rose 3.5 per cent, 127 per cent above their level of a year earlier. Various sugar-related products such as soft drinks, jelly powder and jam, recorded increases also, as well as most frozen and convenience foods. Between June 1973 and June 1974, the total food index advanced 17.4 per cent with the price of food consumed at home increasing 16.7 per cent and that for food consumed away from home, 20.7 per cent.

**The housing index** rose 1.2 per cent to 165.5 in June from 163.4 in May as a result of increases in the shelter and the household operation components. It was 8.8 per cent above its level of a year ago. Within the shelter component, home ownership rose 1.3 per cent because of increases in the indexes for mortgage interest, new houses, and repairs; rents advanced 1.1 per cent. In household operation, fuel oil prices rose 3.2 per cent, on average, as increases were recorded in several cities. Appliance and furniture prices rose 2.3 per cent and 1.2 per cent, reflecting increases in many cities. Advances were recorded for linens and draperies, floor coverings, tableware and housewares; household supply items advanced 0.6 per cent.

**The clothing index** increased 1.0 per cent to 152.0 in June from 150.5

in May, and was 10.1 per cent higher than in June 1973. More than half of the increase was because of a 5.2 per cent rise in clothing service charges, as higher prices were recorded in several cities for laundry, dry cleaning, and shoe repairs.

Increases of 0.4 per cent in the women's wear index and 0.5 per cent in the men's wear component resulted from advances in most items surveyed; the index for children's clothing rose 0.8 per cent. Footwear prices rose 0.4 per cent and the piece goods index advanced 1.4 per cent.

**The transportation index** advanced 1.9 per cent to 151.2 in June from 148.4 in May, and was 11.1 per cent above its level of a year earlier. As in May, the largest contributor to the increase was higher gasoline prices, which rose 4.5 per cent in June to a level more than 25 per cent higher than a year ago. Automobile prices rose 1.6 per cent because of higher quotations for various models. The index for public transportation rose 1.4 per cent, primarily because of an increase in train fares and some inter-city bus fares.

**The health and personal care index** increased 0.6 per cent to 169.3 in June from 168.3 in May, and was 8.3 per cent above its June 1973 level. Higher charges for prescribed drugs were mainly responsible for an advance of 0.6 per cent in the health care component. Increased prices for toilet soap accounted for most of the 1.2 per cent advance in the index for personal care supplies; increases were recorded also for most of the other toiletry items.

**The recreation, education and reading index** advanced 1.5 per cent to 156.9 in June from 154.6 in May, and was 9.0 per cent higher than in June 1973. Higher fees for driving lessons and increased prices for phonograph records were responsible for more than three quarters of this increase. Among items of recreational



equipment, higher quotations were registered for camping and sports equipment, bicycles, boats and motors. Price decreases in some cities resulted in a slight decline in the indexes for television sets and stereo combinations.

The tobacco and alcohol index rose 0.5 per cent, to 143.5 in June from 142.8 in May, mainly because of higher cigarette prices and increases in the price of beer consumed in licensed premises in Halifax, Québec City and Montreal. The index was 5.2 per cent higher than in June 1973.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. In June, the total goods index advanced 1.5 per cent, the main impetus coming from non-durable goods that rose 1.4 per cent, primarily because of higher prices for food, gasoline and fuel oil. The index for durable goods rose 1.7 per cent because of higher quotations for automobiles, appliances, furniture and recreation equipment, and the component for semi-durable goods increased 1.0 per cent as a result of increased prices for home furnishings, clothing and phonograph records. The services index rose 1.0 per cent as increases were recorded in the shelter, clothing and education elements. Between June 1973 and June 1974, the total goods index advanced by 13.3 per cent, and that for services by 7.8 per cent.

#### Wholesale, May

The general wholesale price index (1935-39=100) rose 0.1 per cent in May to 453.5 from 453.0 in April, and was 26.0 per cent above the May 1973 level of 359.8. Four major group indexes were higher and four declined.

The non-metallic mineral products group advanced 3.5 per cent to 325.1 from 314.1, chiefly because of higher prices for coke, which rose 16.9 per cent. The coke index was

46.3 per cent higher than a year earlier. Non-ferrous metals advanced 3.1 per cent to 436.0 from 422.9 because of sharp price increases for silver and antimony. The iron products group rose 2.5 per cent to 440.5 from 429.6 and the chemical products group advanced 0.2 per cent to 306.1 from 305.6. The wood products group declined 1.4 per cent to 563.3 from 571.2, reflecting price declines for cedar, spruce, fir and hemlock. The animal products group declined 1.0 per cent to 474.2 from 479.0, the vegetable products group 0.9 per cent to 465.1 from 469.2, and the textile products group 0.8 per cent to 426.0 from 429.5.

#### City consumer, June

Consumer price indexes rose in all regional cities and city-combinations in June, with increases ranging from 0.8 per cent in Winnipeg to 1.5 per cent in Vancouver. Food indexes advanced in all cities because of higher prices for most items of home-consumed food and restaurant meals; lower quotations were recorded in most centres for meat, poultry and eggs. Housing components rose as all cities showed increased shelter costs and higher prices for fuel oil, furniture, appliances, floor coverings and household supplies. Clothing indexes increased in all cities with higher prices for most items of apparel, including footwear, piece goods and notions. There were also increased charges for laundry, dry cleaning and shoe repairs. Transportation rose in all cities, reflecting increased prices for new cars, gasoline, motor oil and higher parking rates; a seasonal advance in the train fares index was recorded and, in many cities, intercity bus fares were higher. Health and personal care indexes rose in all cities except Québec, because of higher prices for pharmaceuticals and personal care supplies. Recreation, education and reading components advanced in all centres. Prices were generally higher for phonograph records,

bicycles, sports and camping equipment, and driving lessons. Tobacco and alcohol components rose in seven regional cities and city-combinations, were unchanged in two and declined in one other.

#### Employment, June

**Estimated employment, seasonally adjusted**, advanced to 9,096,000 in June from 9,074,000 in May, Statistics Canada estimated. Unemployment declined to 465,000 from 531,000. The **unemployment rate** was 4.9 per cent compared with 5.5 per cent in May and 5.4 per cent in June 1973. In June 1973, there were 8,817,000 persons employed and 499,000 unemployed.

The adjusted labour force was estimated at 9,561,000, a decrease from 9,605,000 in May. The **participation rate**—the percentage of the population counted in the work force—declined to 57.8 per cent in June from 58.3 per cent a month earlier.

**Regionally**, the adjusted employment rate increased by 26,000 in the Prairies and advanced slightly in the Atlantic area and Québec; there were declines in Ontario and British Columbia. The June unemployment rates were: Atlantic 10.3 per cent; Québec 6.4 per cent; Ontario 3.6 per cent; Prairies 2.7 per cent; and British Columbia 5.3 per cent.

**Unadjusted**, there were about 9,399,000 persons employed and 469,000 unemployed in June; the **unemployment rate** was 4.8 per cent. This compared with 9,152,000 employed and 524,000 unemployed in May for a rate of 5.4 per cent. In June 1973, there were an estimated 9,110,000 persons employed and 524,000 unemployed for a rate of 5.2 per cent.

Without seasonal adjustment, the unemployment rate for students age 14-24 was 9.8 per cent in June 1974 compared with 11.3 per cent in June a year ago.

# CONCILIATION

**During June the Minister of Labour appointed conciliation officers to deal with the following disputes:**

Cominco Limited (Con and Rycon Property), Yellowknife, N.W.T., and United Steelworkers of America (Conciliation Officer: D. H. Cameron).

Allied Aviation Service Company of Newfoundland, Limited, Gander, Nfld., and International Association of Machinists and Aerospace Workers and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (Conciliation Officer: W. J. Gillies).

Q.C.T.V. Ltd., Edmonton, Alta., and International Brotherhood of Electrical Workers, Local 1007 (Conciliation Officer: A. A. Franklin).

Inspiration Drilling (Division of Dresser Industrial Products, Limited), Yellowknife, N.W.T., and United Steelworkers of America, Local 7288 (Conciliation Officers: D. H. Cameron and G. W. Rogers).

Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (Conciliation Officer: M. K. Carson).

ITT Canada Limited (Technical and Support Services Division, Ottawa, Ont.) and International Brotherhood of Electrical Workers, Local 2228 (Conciliation Officer: H. A. Fisher).

Radio Drummond Ltée, Drummondville, Qué., and Le Syndicat général des Communications (CSN) (Conciliation Officer: M. Archambault).

Niagara Falls Bridge Commission, Niagara Falls, Ont., and Teamsters Local 879 (representing two bargaining units comprising (1) toll captains (2) permanent employees classified as toll collector, maintenance, janitor-handyman, janitress and traffic director) (Conciliation Officer: K. Hulse).

Robin Hood Multifoods Limited, Montréal, Qué., and National Union of Operating Engineers of Canada, Local 14850, Métallurgistes Unis d'Amérique (Conciliation Officer: J. J. de Gaspé Loranger).

Eldorado Nuclear Limited, Port Hope, Ont., and United Steelworkers of America, Local 13173 (Conciliation Officers: H. A. Fisher and Henry Bartenbach).

Aeronaves De Mexico (Toronto and Montreal International Airports) and International Association of Machinists and Aerospace Workers, Lodge 2413 (Conciliation Officer: K. Hulse).

Transair Limited, Winnipeg International Airport and Canadian Association of Industrial, Mechanical and Allied Workers, Local 3 (Conciliation Officer: A. E. Koppel).

**Settlements by conciliation officers.** Q.C.T.V. Ltd., Edmonton, Alta., and International Brotherhood of Electrical Workers, Local 1007 (Conciliation Officer: A. A. Franklin) (see above).

Conrad Brothers Limited, Dartmouth, N.S., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: R. L. Kervin) (LG, Aug., p. 583).

Canadian Pacific Air Lines Limited and Canadian Air Line Flight Attendants Association (Conciliation Officer: D. H. Cameron) (LG, April, p. 304).

**Disputes in which there was no further conciliatory action under Canada Labour Code (Part V—Industrial Relations).** Queensway Tank Lines Limited, Chesterville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (Conciliation Officer: K. Hulse) (LG, July, p. 531).

Charterways Co. Limited and General Truck Drivers' Union, Local 938 (representing a unit of regular part-time school bus and charter drivers based at Bowmanville, Ont.) (Conciliation Officer: H. A. Fisher) (LG, June, p. 443).



**Conciliation commissioner appointments.** Canadian Lake Carriers Association, Montréal, Qué., (representing certain member shipping companies) and Canadian Merchant Service Guild (Conciliation Commissioner: Prof. Perry Meyer) (LG, Aug., p. 583).

National Harbours Board (Port Colborne Elevator), Port Colborne, Ont., and United Steelworkers of America (Conciliation Commissioner: George S. P. Ferguson, QC) (LG, July, p. 531).

Canadian Lake Carriers Association, Montréal, Qué., and Canadian Marine Officers Union (Conciliation Commissioner: Prof. Perry Meyer) (LG, July, p. 532).

Alaska Trainship Corporation, New Westminster, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, June, p. 443).

Northland Navigation Co. Ltd., and Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, June, p. 443).

**Conciliation commissioner reports received.** Wardair Canada Limited, Edmonton, Alta., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Hugh G. Ladner) (LG, Aug., p. 584).

Cargill Grain Company Ltd., Baie Comeau, Qué., and le Syndicat national des employés de Cargill Grain Company Ltd. (CSN) (Conciliation Commissioner: Jean Paul Deschenes) (LG, June, p. 444).

CHLT Radio Sherbrooke Ltée; CHLT Tele-7 Ltée and CKTS Radio Sherbrooke Ltée, Sherbrooke, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: Pierre Dufresne) (LG, June, p. 444).

**Conciliation commissioner settlements.** Eastern Canada Towing Limited, Halifax, N.S., (formerly MIL Tug and Salvage Ltd.) and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Commissioner: Lorne O. Clarke, QC) (LG, Aug., p. 584).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Hugh G. Ladner) (LG, June, p. 444).

**Disputes settled in post-conciliation commissioner negotiations.** Northland Navigation Company Limited, Vancouver, B.C., and Seafarers' International Union (settled with the mediation assistance of G. W. Rogers) (LG, Aug., p. 584).

United Air Lines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers (representing a unit of employees classified as ticket sales, customer service and freight agents) (LG, June, p. 444).

Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (settled with the mediation of G. W. Rogers) (LG, Aug., p. 584).

**Legal lockout following conciliation commissioner procedure.** Cargill Grain Company Ltd., Baie Comeau, Qué., and Le Syndicat national des employés de Cargill Grain Company Ltd. (CSN) (Cargill Grain Company locked out employees on June 18, 1974) (see above).

**Appointment of mediators under Sec. 195 of the Canada Labour Code.** The Ogilvie Flour Mills Co. Limited, Montréal, Qué., and The National Syndicate of the Employees of the Ogilvie Flour Mills Co. Ltd. (representing a unit of production employees) (Mediator: S. T. Payne) (LG, May, p. 383).

Anvil Mining Corporation Limited, Faro, Y.T., and United Steelworkers of America (Mediators: D. S. Tysoe and D. H. Cameron).

**Strike action following appointment of a mediator under Sec. 195 of Canada Labour Code.** The Ogilvie Flour Mills Co. Limited, Montréal, Qué., and The National Syndicate of the Employees of the Ogilvie Flour Mills Co. Ltd. (representing a unit of production employees) (strike commenced June 21, 1974 and terminated June 25, 1974 with the mediation assistance of S. T. Payne) (see above).

**Settlements reached by mediator under Sec. 195 of Canada Labour Code.** Toronto, Hamilton and Buffalo Railway and United Transportation Union (T) (Mediator: M. K. Carson) (LG, Aug., p. 585).

Eastern Canada Towing Limited, Halifax, N.S. (formerly MIL Tug and Salvage Ltd.), and Canadian Merchant Service Guild (Mediator: C. A. Ogden) (LG, May, p. 384).

National Harbours Board, Montréal Harbour, and United Transportation Union, Local 1673 (representing a unit of employees classified as yardmasters, yard foremen and yardmen, locomotive engineers, locomotive helpers and hostlers) (Mediator: M. K. Carson) (LG, July, p. 532).

Anvil Mining Corporation Limited, Faro, Y.T., and United Steelworkers of America (Mediators: D. S. Tysoe and D. H. Cameron) (see above).



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3. **Muller, Herbert Joseph.** Uses of the future. Bloomington, Indiana University Press [1974] 264p.

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4. **Repas, Robert F.** Collective bargaining in Federal employment. 2d ed. [Honolulu] University of Hawaii, Industrial Relations Center, 1973. 188p.

5. **Seidman, Joel Isaac.** The Hawaii law on collective bargaining in public employment, by Joel Seidman, with the assistance of Joyce M. Najita. (Honolulu) Industrial Relations Center, College of Business Administration, University of Hawaii, 1973. 72p.

6. **Tice, Terrence Nelson.** Faculty bargaining in the Seventies. Editor: Terrence N. Tice. Consulting editor: Grace W. Holmes. Ann Arbor, Mich., Institute of Continuing Legal Education [1973] 408p.

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8. **Raynauld, André.** La propriété des entreprises au Québec; les années 60. Montréal, Presses de l'Université de Montréal, 1974. 160p.

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**56. Jongeward, Dorothy.** Affirmative action for women: a practical guide [by] Dorothy Jongeward, Dru Scott and contributors. Reading, Mass., Addison-Wesley Pub. Co. [1973] 334p.

#### **WOMEN—LEGAL STATUS, LAWS, ETC.**

**57. Murphy, Irene Lyons.** Public policy on the status of women; agenda and strategy for the 70's. Lexington, Mass., Lexington Books [1973] 129p.

#### **WORK SATISFACTION**

**58. Levitan, Sar A.** Work is here to stay, alas [by] Sar A. Levitan & William B. Johnston. Salt Lake City, Olympus Pub. Co. [1973] 184p.

**59. U.S. Department of Labor. Manpower Administration.** Job satisfaction: Is there a trend? Washington [G.P.O., 1974] 57p.

#### **YOUTH—EMPLOYMENT**

**60. U.S. Department of Labor. Manpower Administration.** Youth and the meaning of work. Washington [G.P.O., 1974] 34p.

# LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended June 15, 1974		9,868	+ 2.0	+ 2.7
Employed.....	June, 1974	9,399	+ 2.7	+ 3.2
Agriculture.....	"	534	+ 7.0	+ 3.7
Non-agriculture.....	"	8,865	+ 2.5	+ 3.1
Paid workers.....	"	8,314	+ 3.0	+ 3.2
At work 35 hours or more.....	"	7,513	+ 3.3	+ 2.3
At work less than 35 hours.....	"	1,456	- 2.9	+ 8.9
Employed but not at work.....	"	430	+ 14.1	-
Unemployed.....	"	469	- 10.5	- 6.8
Atlantic.....	"	65	- 17.7	+ 16.1
Québec.....	"	165	- 18.7	- 12.7
Ontario.....	"	148	+ 6.5	- 1.3
Prairie.....	"	34	- 24.4	- 24.4
British Columbia.....	"	57	- 1.7	- 9.5
Without work and seeking work.....	"	451	- 10.3	- 7.2
On temporary layoff up to 30 days.....	"	18	- 10.0	+ 5.9
INDUSTRIAL EMPLOYMENT (1961 = 100)†.....	March	138.7	+ 0.1	+ 5.7
Manufacturing employment (1961 = 100)†.....	"	132.1	+ 0.8	+ 4.5
IMMIGRATION.....	Calendar year 1973	184,200	-	-
Destined to the labour force.....	" " "	92,228	-	-
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	May	229	+ 51.7	+ 64.7
No. of workers involved.....	"	94,578	+ 57.8	+ 118.3
Duration in man days.....	"	1,365,870	+ 120.4	+ 160.7
EARNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†.....	March	17,080	+ 1.2	+ 8.0
Average hourly earnings (mtg.)†.....	"	4.15	+ 1.4	+ 9.4
Average weekly hours paid†.....	"	39.4	-	- 2.0
Consumer price index (1961 = 100).....	June	166.7	+ 1.3	+ 11.4
Index numbers of weekly wages in 1961 dollars (1961 = 100)†..	March	135.8	+ 0.8	- 1.3
Total labour income (millions of dollars)†.....	May	6,119.6	+ 3.4	+ 15.0
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100).....	May	221.2	- 0.6	+ 3.1
Manufacturing.....	"	217.1	- 1.3	+ 2.6
Durables.....	"	251.1	- 0.6	+ 2.9
Non-durables.....	"	190.3	- 2.0	+ 2.2
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	May	71,488		+ 0.3
Completions.....	"	81,860		+ 11.1
Under construction.....	"	162,832	-	+ 1.6

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month of Year	
				Duration in Man-Days	Per Cent of Estimated Working Time
1969.....	566	595	306,799	7,751,880	0.46
1970.....	503	542	261,706	6,539,560	0.39
1971.....	547	569	239,631	2,866,590	0.16
1972.....	556	598	706,474	7,753,530	0.43
* 1973.....	666	712	349,866	5,705,090	0.30
† 1973—May.....	75	139	43,327	523,920	0.31
June.....	63	139	51,372	679,210	0.41
July.....	65	137	74,456	583,940	0.35
August.....	83	167	106,542	1,246,570	0.68
September.....	57	164	112,137	699,660	0.48
October.....	51	144	45,391	491,390	0.29
November.....	40	112	46,177	362,450	0.22
December.....	19	85	62,315	312,140	0.21
* 1974—January.....	46	99	24,550	285,020	0.17
February.....	55	119	43,411	432,870	0.28
March.....	65	132	48,619	436,610	0.27
April.....	79	151	59,921	619,740	0.38
May.....	129	229	94,578	1,365,870	0.78

\*Preliminary. †Revised.

## STRIKES AND LOCKOUTS, MAY, 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry.....	2	2	465	1,710
Mines.....	8	10	4,136	65,800
Manufacturing.....	85	152	37,505	455,040
Construction.....	6	8	42,876	794,900
Transp. & utilities.....	9	12	1,045	4,920
Trade.....	4	14	853	13,410
Finance.....	—	1	12	70
Service.....	13	25	7,142	23,070
Public administration.....	2	5	544	6,950
ALL INDUSTRIES.....	129	229	94,578	1,365,870

## STRIKES AND LOCKOUTS, MAY, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland.....	6	6	615	2,080
Prince Edward Island.....	1	1	8	30
Nova Scotia.....	5	6	1,414	13,310
New Brunswick.....	2	3	1,245	24,120
Quebec.....	41	79	20,537	234,330
Ontario.....	39	73	19,553	239,610
Manitoba.....	—	4	235	4,660
Saskatchewan.....	2	5	6,701	95,260
Alberta.....	7	7	371	4,640
British Columbia.....	19	36	42,535	735,590
Federal.....	7	9	1,364	12,240
ALL JURISDICTIONS.....	129	229	94,578	1,365,870



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days	Starting Date	Termination Date	Major Issues Result
<b>Forestry</b>								
	Rayonier Québec Inc., Port-Cartier, Qué.		United Paperworkers Loc. 1096 (AFL-CIO/CLC)	400	1,290	1,290	May 27	Wage increase for cost-of-living
<b>Mines</b>								
<b>METAL</b>								
	Brunswick Mining & Smelting Ltd., Bathurst, N.B.		Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,000	22,140	28,180	Apr. 22 May 24	Workers locked out; wages, fringe benefits—Not reported.
	Gibraltar Mines Ltd., Mcleese Lake, B.C.		Steelworkers Loc. 2952 (AFL-CIO/CLC)	400	3,430	3,430	May 5 May 17	Working conditions and suspension of two employees—Not reported.
	Similkameen Mining Co., Princeton, B.C.		Steelworkers Loc. 649 (AFL-CIO/CLC)	200	710	710	May 8 May 13	Safety conditions—Settled by mutual agreement.
	Utah Mines Ltd., Port Hardy, B.C.		Int. Operating Engineers Loc. 115C (AFL-CIO/CLC)	610	5,230	5,230	May 10 May 22	Grievance, dismissal of a mine electrician—Settled by mutual agreement.
	* Anvil Mining Corporation Ltd., Faro, Yukon Territory		Steelworkers Locs. L1051 & L8243 (AFL-CIO/CLC)	362	5,430	5,430	May 11 —	Wages—
<b>MINERAL FUELS</b>								
	Union Gas Limited, Various locations, Southwestern, Ont.		Oil Workers Locs. 9-810 & 798 Chemical Workers Loc. 683 (AFL-CIO/CLC)	1,109	24,400	123,280	Feb. 6 —	Wages, pensions, vacations—
	Cardinal River Coals, Hinton, Alta.		Mine Workers Loc. 1656 (CLC)	200	3,830	3,830	May 4 —	Fringe benefits—
<b>NON-METAL MINES</b>								
	Domtar Chemicals Ltd., Sifto Salt Div. (Mine), North Dock, Goderich, Ont.		Chemical Workers Loc. 682 (AFL-CIO/CLC)	180	450	450	May 15 May 18	Grievance, unsafe working conditions—Settled by mutual agreement.
<b>Manufacturing</b>								
<b>FOOD AND BEVERAGES</b>								
	Black Diamond Cheese (Brooke Bond Foods Ltd.), Cannifton, Ont.		Food Workers Loc. P688 (AFL-CIO/CLC)	200	2,400	7,600	Mar. 25 May 17	Wages—Settled by mutual agreement.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				May	Accumulated	Termination Date	
	Location						Result
	Coopérative Avicole Régionale, Saint-Damase, Qué.	Commerce Federation (CMTU)	265	3,450	3,580	Apr. 30 May 21	Reopening negotiations over wages—Settled by mutual agreement.
	Aliments Flamingo, Sainte-Rosalie, Qué.	Commerce Federation (CNTU)	166	1,990	2,070	Apr. 30 May 20	Reopening negotiations over wages—Settled by mutual agreement.
	Abattoir Berthier Inc., Berthierville, Qué.	Commerce Federation (CNTU)	385	5,010	5,200	Apr. 30 May 20	Reopening negotiations over wages—Settled by mutual agreement.
	Québec Poultry, Saint-Jean-Baptiste de Rouville, Qué.	Commerce Federation (CNTU)	600	7,800	8,100	Apr. 30 May 21	Reopening negotiations over wages—Settled by mutual agreement.
	*Ogilvie Flour Mills, Montréal, Qué.	Commerce Federation (CNTU)	137	270	270	May 1 May 6	Not reported—Not reported.
	Maple Leaf Mills Ltd., Toronto & Port Colborne, Ont.	Food Workers Loc. 530 & 452 (AFL-CIO/CLC)	258	1,580	1,580	May 10 May 20	Wages & fringe benefits—Settled by mutual agreement; wage increase.
	Avico, (1970) Ltée, Iberville, Qué.	Commerce Federation (CNTU)	215	2,150	2,150	May 13 May 28	Wages—Settled by mutual agreement.
	*Ogilvie Flour Mills, Montréal, Qué.	Commerce Federation (CNTU)	300	3,600	3,600	May 15 —	Not reported—
	Eastern Bakeries Co. Ltd., Moncton, N.B.	Bakery Workers Loc. 406 (AFL-CIO/CLC)	120	1,350	1,350	May 16 —	Wages—
	Four Dairies, Québec, Qué.	Commerce Federation (CNTU)	312	2,810	2,810	May 20 —	Wages & many other clauses—
	Calvert of Canada, Amherstburg, Ont.	Distillery Workers Loc. 73 (AFL-CIO/CLC)	200	300	300	May 24 May 28	Grievance—Not reported.
	Weston Bakeries, Longueuil, Qué.	Bakery Workers Loc. 55 (AFL-CIO/CLC)	180	900	900	May 27 —	Wages, working conditions—
RUBBER							
	Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.	Rubber Workers Loc. 133 (AFL-CIO/CLC)	1,200	26,400	78,000	Feb. 28 —	Wage & fringe benefits—
	Pervel Ltd., Montréal, Qué.	Steelworkers Loc. 7625 (AFL-CIO/CLC)	150	3,300	5,850	Apr. 4 —	Wages & fringe benefits—
	Uniroyal, Montréal, Qué.	Distillery Workers Loc. 78 (AFL-CIO/CLC)	575	12,080	17,260	Apr. 18 May 31	Wages—Contract ratified, wage increase.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
	Location			May	Accu- mulated	Termination Date	Result
RUBBER	Goodyear Tire and Rubber Co. of Canada Ltd., Toronto, Ont. Bowmanville, Ont.	Rubber Workers Loc. 189 & 232 (AFL-CIO/CLC)	2,150	47,610	56,720	Apr. 25 —	Wages, cost-of-living clause—
	Gutta Percha, Farnham, Qué.	Rubber Workers Loc. 602 (AFL-CIO/CLC)	110	880	1,100	Apr. 29 May 13	Wages—Settled by conciliation
	Goodyear Tire & Rubber Co., Valleyfield, Qué.	Rubber Workers Loc. 774 (AFL-CIO/CLC)	600	12,300	12,300	May 2 —	Company's right to suspend hourly employees—
	Consumer's Glass, Waterloo, Qué.	Rubber Workers Loc. 691 (AFL-CIO/CLC)	156	2,500	2,500	May 8 —	Wages, fringe benefits, compulsory overtime—
	American Biltrite (Canada) Ltd., Sherbrooke, Qué.	CSD	367	3,670	3,670	May 16 —	Cost-of-living adjustments, firing of foreman—
	B.F. Goodrich Canada Ltd., Waterville, Qué.	Rubber Workers Loc. 696 (AFL-CIO/CLC)	210	210	210	May 28 May 29	Standard bonus—Settled by mutual agreement.
LEATHER							
	Bata Engineering, Batawa, Ont.	Machinists Loc. 1788 (AFL-CIO/CLC)	195	1,560	2,150	Apr. 26 May 13	Wages—Settled by mutual agreement.
TEXTILES							
	Dominion Textile (3 plants), Valleyfield, Qué.	United Textile Workers Locs. 100 & 465 (AFL-CIO/CLC)	1,513	12,100	14,200	Apr. 29 May 13	Reopening negotiations over wages—Return of workers asked by employer before negotiating.
	Patchogue Plymouth Hawkesbury Mills Division, Hawkesbury, Ont.	Woodworkers Loc. 2-600 (AFL-CIO/CLC)	400	2,260	2,260	May 7 May 15	Wages, working conditions—Settled by mutual agreement.
	Celanese Canada Ltd., Drummondville, Qué.	United Textile Workers Loc. 1435 (AFL-CIO/CLC)	200	1,860	1,860	May 8 May 21	Wages, holidays—Not reported.
	Celanese Canada Ltée Coaticook, Qué.	CSN	230	2,960	2,960	May 13 —	Wages & other questions, work schedule—
	Wabasso Ltée, Shawinigan, Qué.	United Textile Workers Loc. 323 (AFL-CIO/CLC)	180	1,090	1,090	May 23 —	By sympathy with Wabasso employees at Trois-Rivières—
KNITTING MILLS							
	Penmans Ltd., Saint-Hyacinthe, Qué.	CNTU	330	330	330	May 31 —	Wages—
WOOD							
	Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,400	86,400	Sept. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
	Location			May	Accu- mulated	Termination Date	Result
	Northwood Manufacturing (Div. of Northwood Mills Ltd.), Burnaby, B.C.	Carpenters Loc. 1928 (AFL-CIO/CLC)	185	4,070	7,310	Apr. 4 —	Wages, benefits, seniority—
	Eurocan Pulp & Paper Co. Ltd., Kitimat, B.C.	United Paper- workers Locs. 1127 & 298 (AFL-CIO/CLC)	105	1,610	1,610	May 10 —	Schedule—
	Kent Homes Ltd., Buctouche, N.B.	Labourers Loc. 1079 (AFL-CIO/CLC)	125	630	630	May 20 May 27	Wages, hours of work—Settle by mutual agreement.
	Federated Co-op Ltd., Canoe, B.C.	Woodworkers Loc. 1-417 (AFL-CIO/CLC)	200	600	600	May 28 —	Displacement of a worker—
	H & K Plywood, Canoe, B.C.	Woodworkers Loc. 1-417 (AFL-CIO/CLC)	145	360	360	May 29 —	Displacement of a worker
	MacMillan & Bloedel, Port Alberni, B.C.	Woodworkers Loc. 185 (AFL-CIO/CLC)	650	1,300	1,300	May 30 —	Not reported—
FURNITURE AND FIXTURES							
	Matelas Supreme Inc., Saint-Narcisse, Qué.	Building and Wood Workers Federation (CNTU)	110	2,420	11,220	Jan. 8 —	Wages & working conditions—
	Sklar Furniture Ltd., Whitby, Ont.	Upholsterers Loc. 50 (AFL-CIO/CLC)	600	5,400	5,400	May 20 —	Wages, cost-of-living—
PAPER							
	Crestbrook Pulp & Paper Ltd., Skookumchuck, B.C.	Pulp & Paper Workers of Canada Loc. 15 (CCU)	200	860	2,000	Apr. 23 May 7	Not reported—Dispute settled.
	MacMillan Bloedel Ltd., Alberni Pulp & Paper Ltd., Port Alberni, B.C.	United Paperworkers Locs. 592 & 686 (AFL-CIO/CLC)	250	2,840	2,840	May 6 May 29	Schedule—Settled by mutu agreement.
	Northwood Pulp & Timber Ltd., Prince George, B.C.	United Paperworkers Loc. 603 (AFL-CIO/CLC)	350	4,500	4,500	May 8 May 27	Wages (mechanic rates)—Settle by mutual agreement.
	Consolidated Bathurst Packaging Limited, Hamilton, Ont.	Woodworkers Loc. 2-69 (AFL-CIO/CLC)	220	3,080	3,080	May 10 —	Wages, incentive bonus & vaca tions—
	Consolidated Bathurst Packaging Ltd., Whitby, Ont.	Woodworkers Loc. 242 (AFL-CIO/CLC)	224	3,200	3,200	May 11 —	Wages, cost-of-living adjustment—
	Consolidated Bathurst Packaging Limited St. Thomas, Ont.	Woodworkers Loc. 2-337 (AFL-CIO/CLC)	135	1,930	1,930	May 11 —	Wages, fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				May	Accu- mulated	Termination Date	Result
	MacMillan & Bloedel Nanaimo, B.C.	Pulp & Paper Workers Loc. 8 (CCU)	400	1,430	1,430	May 16 May 21	Not reported—Not reported.
	Canadian Cellulose Co. Ltd., Prince Rupert, B.C.	Pulp & Paper Workers of Canada Loc. 4 (CCU)	250	1,000	1,000	May 28 —	Not reported—
PRINTING AND PUBLISHING							
	Cameo Craft, Montréal, Qué.	Graphic Arts Local 27-L (AFL-CIO/CLC)	110	1,980	2,200	Apr. 29 May 28	Wages & fringe benefits—Settled by mutual agreement.
PRIMARY METALS							
	Bundy Tubing of Canada Ltd., Bramalea, Ont.	Auto Workers Loc. 1285 (CLC)	192	1,540	5,000	Apr. 4 May 13	Wages, fringe benefits—Not re- ported.
	Lynn MacLeod Metallurgy Ltd., Thetford Mines, Qué.	Steelworkers Loc. 7801 (AFL-CIO/CLC)	125	630	1,510	Apr. 20 May 8	Wages, fringe benefits—Dispute settled.
	Canadian Electrolytic Zinc, Valleyfield, Qué.	Steelworkers Loc. 6486 (AFL-CIO/CLC)	406	8,930	11,770	Apr. 20 —	Wages & working conditions—
	IVACO Rolling Mills, L'Original, Ont.	Steelworkers Loc. 7940 (AFL-CIO/CLC)	240	1,530	1,530	May 9 May 18	Wages, working conditions—Set- tled by mutual agreement.
	Fonderies de Sorel Ltée, Sorel, Qué.	CNTU	270	2,430	2,430	May 14 —	Wages, work schedule—
	Québec Iron Foundries Ltd., Mont-Joli, Qué.	Steelworkers Loc. (AFL-CIO/CLC)	146	1,460	1,460	May 18 —	Wages, safety—
	Fonderie Sainte-Croix, Saint-Jean, Qué.	Steelworkers Locs. 7016-2 & 6490 (AFL-CIO/CLC)	116	990	990	May 21 —	Wages, contract term & other is- sues—
	Canadian Lukens, Etobicoke, Ont.	Steelworkers Loc. 6644 (AFL-CIO/CLC)	115	460	460	May 24 May 30	Grievances—Returning to work pending further negotiations.
METAL FABRICATING							
	Neptune Meters Ltd., Toronto, Ont.	Steelworkers Loc. 3813 (AFL-CIO/CLC)	185	4,070	9,810	Mar. 18 —	Wages, fringe benefits—
	W.S. Tyler Co. of Canada Ltd., St. Catharines, Ont.	Steelworkers Locs. 6399 & 7484 (AFL-CIO/CLC)	130	390	3,120	Apr. 1 May 6	Wages, fringe benefits—Settled by mutual agreement.
	Hawker Siddeley Industries, Windsor, Ont.	Steelworkers Loc. 2471 (AFL-CIO/CLC)	170	3,740	5,270	Apr. 18 —	Not reported—
	Simonds Canada Saw, Granby, Qué.	Steel Workers Federation (CNTU)	346	7,610	10,030	Apr. 20 —	Wages, fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days	Starting Date	Termination Date	Major Issues
Location			May	Accu- mulated			Result
Industrie Saguenay Ltée, Port Alfred, Qué.	Steel Workers Federation (CNTU)	120	1,560	2,400	Apr. 22 May 20		Wages, working conditions—dismissal of 9 workers—Settlement through mediation.
American Can of Canada Ltd., Hamilton, Ont.	CLC Directly Chartered Loc. 354	600	10,200	13,200	Apr. 23 May 27		Delay in settlement—Not reported.
Morrow Screw & Nut Co. Ltd., Ingersoll, Ont.	Steelworkers Loc. 3683 (AFL-CIO/CLC)	126	1,760	1,760	May 13 —		Wages—
Maritime Steel and Foundries Ltd., New Glasgow, N.S.	Steelworkers Loc. 3172 (AFL-CIO/CLC)	125	630	630	May 14 May 21		Slowness in handling grievances—Return of workers.
MTD Products Canada, Kitchener, Ont.	Auto Workers Loc. 1524 (CLC)	250	1,500	1,500	May 24 —		Wages—
Accessories Manufacturing Ltd., Saint-Rémi, Qué.	Steelworkers Loc. 7625 (AFL-CIO/CLC)	107	110	110	May 31 —		Wages & fringe benefits—
MACHINERY							
Stewart Warner Corp. of Canada Ltd., Belleville, Ont.	Auto Workers Loc. 1538 (CLC)	150	3,320	4,280	Apr. 22 —		Wages, union shop—
Industrie Tanguay Ltée, Saint-Prime, Qué.	CNTU	166	170	170	May 30 —		Wages—
Phoenix Steel, Saint-Paul l'Ermitte, Qué.	Sheet Metal Workers Loc. 116 (AFL-CIO/CLC)	140	140	140	May 31 —		Wages, fringe benefits—
Gould Manufacturing Ltd., St. Thomas, Ont.	Machinists Loc. 1975 (AFL-CIO/CLC)	370	370	370	May 31 —		Wages, cost-of-living—
TRANSPORTATION EQUIPMENT							
United Aircraft of Canada Ltd., Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	2,600	57,200	267,800	Jan. 7 —		Against company's refusal to reinstate 21 suspended workers—wages—
Prestolite Company, Toronto, Point Edward and Maple, Ont.	Auto Workers Locs. 252, 421 & 456 (CLC)	159	950	29,200	Mar. 1 May 9		Wages, fringe benefits—Settlement by mutual agreement.
Welles Corp. Ltd., Windsor, Ont.	Auto Workers Loc. 195 (CLC)	120	2,640	5,760	Mar. 24 —		Wages—
Muffler Corp., Toronto, Ont.	Steelworkers Loc. 6727 (AFL-CIO/CLC)	129	1,290	1,550	Apr. 29 May 15		Not reported—Not reported.
National Auto Radiator, Windsor, Ont.	Auto Workers Loc. 195 (CLC)	400	8,800	9,600	Apr. 29 —		Wages—



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				May	Accumulated	Termination Date	
Location							Result
Hawker Siddeley of Canada Ltd., Halifax, N.S.	Marine Workers Loc. 1613 (CLC)	100	50	50	May 7 May 7	May 7 May 7	Union declared emergency situation—Not reported.
Ford Canada, St. Thomas, Ont.	Auto Workers (CLC)	1,800	1,800	1,800	May 23 May 24	May 23 May 24	Not reported—Not reported.
Sno Jet (Conroy du Canada), Thetford Mines, Qué.	Steelworkers Loc. 7354 (AFL-CIO/CLC)	275	1,380	1,380	May 27 —	May 27 —	Wages, cost-of-living index; hours—
Eaton Yale Ltd., Suspension Division, Chatham, Ont.	Auto Workers Loc. 127 (CLC)	650	1,630	1,630	May 29 —	May 29 —	Grievance—
ELECTRICAL PRODUCTS							
Phillips Cables Ltd., Scarborough, Ont.	Steelworkers Loc. 7276 (AFL-CIO/CLC)	197	4,330	10,440	Mar. 16 —	Mar. 16 —	Not reported—
Inglis Limited, Toronto, Ont.	Steelworkers Locs. 2900 & 4487 (AFL-CIO/CLC)	970	21,340	38,800	Apr. 5 —	Apr. 5 —	Wages, fringe benefits—
I.T.E. Circuit Breaker, Drummondville, Qué.	FTQ	170	3,740	4,250	Apr. 26 —	Apr. 26 —	Not reported—
La Cie Singer du Canada, Saint-Jean, Qué.	Steelworkers Loc. 3764 (AFL-CIO/CLC)	441	5,070	5,070	May 6 May 23	May 6 May 23	Wages, cost-of-living clause—Settled by mutual agreement; wage increase, more holidays.
Canadian Admiral Corporation Ltd., Port Credit, Ont.	I.U.E., Loc. 545 (AFL-CIO/CLC)	850	7,650	7,650	May 9 May 23	May 9 May 23	Wages, fringe benefits—Settled through conciliation.
Hupp Canada Ltd., L'Assomption, Qué.	Machinists Loc. 1148 (AFL-CIO/CLC)	800	1,200	1,200	May 30 —	May 30 —	Cost-of-living adjustment—
NON-METALLIC MINERAL PRODUCTS							
Engelhard Industries of Canada Ltd., Toronto, Ont.	CLC Directly Chartered Loc. 24529 & Chemical Workers Loc. 424 (AFL-CIO/CLC)	100	2,200	2,900	Apr. 22 —	Apr. 22 —	Not reported—
Canron Ltée Montréal, Qué.	QFL	157	3,450	4,390	Apr. 23 —	Apr. 23 —	Not reported—
Canadian Johnsmanville Co. Ltd., West Hill, Ont.	Chemical Workers Loc. 346 (AFL-CIO/CLC)	575	5,940	5,940	May 1 May 16	May 1 May 16	Wages, working conditions; lock-out over failure to reach agreement—Settled by arbitration.
Three Montreal Cement Companies Montreal, Qué.	Int. Operating Engineers Loc. 791 Cement Workers Loc. 404 (AFL-CIO/CLC)	1,550	21,640	21,640	May 2 May 22	May 2 May 22	Jurisdictional dispute—Court judgement rejected certification demands of both unions.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days	Starting Date	Major Issues	
Location			May	Accu- mulated	Termination Date	Result	
	Exolon Company of Canada Limited, Thorold, Ont.	Chemical Workers Loc. 582 (AFL-CIO/CLC)	150	320	320	May 10 May 14	Grievance—Settled by mutual agreement.
	Fiberglass Canada Ltd., Sarnia, Ont.	Oil Workers Loc. 9-14 (AFL-CIO/CLC)	500	1,000	1,000	May 14 May 16	Not reported—Not reported.
	3M Canada Ltd., London, Ont.	Auto Workers Loc. 27 (CLC)	416	4,370	4,370	May 16	Wages & fringe benefits—
	Westroc Industries Ltd., Clarkson, Ont.	Cement Workers Loc. 366 (AFL-CIO/CLC)	146	660	660	May 27 —	Wages & fringe benefits—
CHEMICAL PRODUCTS							
	C.I.L. Usine de Salaberry, Nitro, Qué.	CNTU	383	5,750	10,950	Apr. 12 May 22	Suspension of group of workers—Settled by mutual agreement.
	Electric Reduction Co. of Canada, Long Harbour, Nfld.	Steelworkers (AFL-CIO/CLC)	325	1,400	1,400	May 20 May 23	Not reported—Not reported.
	Uniroyal Ltd., (Chemical Division), Elmira, Ont.	Steelworkers Loc. 13691 (AFL-CIO/CLC)	165	590	590	May 26 —	Wages & fringe benefits—
Construction							
	Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	5,500	39,500	Oct. 17/73 —	Not reported—
	Saskatchewan Construction Association, Various locations, Sask.	Various Unions	4,200	92,400	164,600	Apr. 1 —	Wages—
	Construction Labour Relations Association, Province-wide, B.C.	I.B.E.W. Loc. 213 Plumbers Loc. 170 (AFL-CIO/CLC) & other unions	37,187	685,000	685,000	May 1 —	Wages, fringe benefits, work week cost-of-living clause—
	Canatom Mon-Max Ltd., (at Deuterium of Canada Ltd.), Glace Bay, N.S.	Labourers Loc. 115 (AFL-CIO/CLC) & other unions	1,000	11,350	11,350	May 2 May 21	Firing of five employees—Settled by mutual agreement.
	Ellis-Don Ltd., Ottawa, Ont.	I.B.E.W. & Plumbers (AFL-CIO/CLC)	150	450	450	May 8 May 13	Dispute over job jurisdiction—Return of workers.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
							Termination Date	
				May	Accu- mulated			Result
<b>Transportation and Utilities</b>								
<b>TRANSPORTATION</b>								
*All-Trans Express Ltd., Burnaby, B.C.	Teamsters Loc. 31 (Ind.)			200	200	200	May 21 May 22	Delay in negotiations—Return of workers after anti-picketing injunction.
<b>COMMUNICATIONS</b>								
*Canadian Broadcasting Corporation, Montréal & Québec, Qué.	Broadcast Employees (NABET) (AFL-CIO/CLC)			125	250	250	May 7 May 8	Protest cancellation of a free-lance employees' contract—Return to work.
*Canadian Broadcasting Corporation, Montréal, Québec & Chicoutimi, Qué.	Association des réalisateurs (radio)			180	1,410	1,410	May 9 May 19	Role of management and jurisdiction of producers—Return of workers.
<b>POWER, GAS, WATER</b>								
Nova Scotia Power Corporation	Various unions			120	600	600	May 13 May 20	In sympathy with workers at Glace Bay Heavy Water Plant—Return of workers.
<b>Trade</b>								
Canada Safeway Ltd., Brandon, Man.	Retail Clerks Loc. 832 (AFL-CIO/CLC)			100	2,170	8,010	Feb. 8 May 7	Wages—Settled by mutual agreement.
The Ontario Produce Ltd., Etobicoke & Malton, Ont.	Teamsters Loc. 419 (Ind.)			328	4,590	7,540	Apr. 18 May 22	Wages, fringe benefits—Settled through mediation.
<b>Services</b>								
<b>HEALTH &amp; WELFARE</b>								
Saskatchewan Hospital Association, 78 Saskatchewan Hospitals.	Saskatchewan Union of Nurses			2,384	2,380	2,380	May 6 May 7	Wages, term of contract & working conditions—Settled through conciliation.
Hôpital Sacré-Coeur, Montréal, Qué.	Services Employees Federation (CNTU)			1,100	2,750	2,750	May 13 May 16	Suspension of an employee—Return of workers when suspended employee taken back.
Hôpital Notre-Dame, Montréal, Qué.	Services Federation (CNTU)			2,229	6,370	6,370	May 16 —	Employees reclassification & other grievances—
Woodstock General Hospital, Woodstock, Ont.	Service Employees Loc. 220 (AFL-CIO/CLC)			150	380	380	May 24 May 29	Renegotiation—Return to work pending mediation.
St. Mary's Hospital, Kitchener, Ont.	Service Employees Loc. 220 (AFL-CIO/CLC)			400	400	400	May 27 May 28	Sympathy strike—Return to work after 24 hours.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONCL'D).

Industry		Workers Involved	Duration in Man-Days		Starting Date	Major Issues Result
Employer	Union		May	Accu- mulated	Termination Date	
Location						
PERSONAL SERVICES						
Nelson's Laundries Ltd., Vancouver, B.C. and Nanaimo, B.C.	Retail, Wholesale Union Loc. 580 (CLC)	165	830	830	May 27 —	Wages, fringe benefits—
MISCELLANEOUS SERVICES						
Mortifee Munshaw Ltd., Vancouver, B.C.	Teamsters Loc. 351 (Ind.)	170	2,890	17,170	Jan. 2 May 27	Not reported—Settled by mutu agreement.
<b>Public Administration</b>						
LOCAL ADMINISTRATION						
City of Kamloops, Kamloops, B.C.	Public Employees Loc. 900 (CLC)	275	6,090	18,860	Mar. 1 —	Wages & fringe benefits—
City of Cornwall, Cornwall, Ont.	Office Employees Loc. 452 (AFL-CIO/CLC)	78	310	970	Apr. 18 May 7	Wages, fringe benefits—Settle by mutual agreement.
City of North Bay, North Bay, Ont.	Public Employees Loc. 122 (CLC)	157	470	630	Apr. 30 May 6	Three lay-offs—Settled by mutu agreement.

\*Federal Jurisdiction

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

## ECONOMICS AND RESEARCH BRANCH

**Labour Organizations in Canada** (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1972.

**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1971.

**Wage Rates, Salaries and Hours of Labour, 1973.** An annual report in four volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; Volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$2.50. (Bilingual) Cat. No. L2-556.

**Working Conditions in Canadian Industry, 1972.** (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

**Measuring the Quality of Working Life.** Proceedings of a symposium on social indicators of working life, Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

**Productivity, Costs and Prices.** An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

## WOMEN'S BUREAU

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**Women's Bureau '70.** Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

**Women's Bureau '71.** Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated. (Bilingual). Free.

**Women's Bureau '72.** Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

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**Women in the Labour Force: Facts and Figures** (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

**Conventions and Laws Relating To Working Women** (Bilingual). Free.

## LEGISLATIVE RESEARCH BRANCH

**Labour Relations Legislation in Canada.** A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint, published yearly, updating material in this publication, is available free on request). Price \$3.50. Cat. No. L34-2069.

**Labour Standards in Canada.** Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. L2-7/1973.

**Workmen's Compensation in Canada.** Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

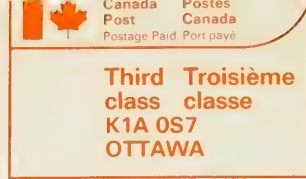
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**Bibliography, Occupational Safety and Health.** Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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## THE LABOUR GAZETTE

Monthly Journal Canada Department of Labour

**Hon. John Munro**  
Minister

**T. M. Eberlee**  
Deputy Minister

**Jack E. Nugent**, Editor  
**Jean A. Sattar**, Associate Editor  
**George Sanderson, Ted Weinstein,**  
**Kathleen E. Whitehurst**, Staff Writers  
**Edith Sage**, Editorial Assistant

**William S. Drinkwater**, Chief Publications Officer  
**Oswald Mamo**, Editor, La Gazette du Travail  
**J. Harold Brazeau**, Production

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# the labour gazette

october 1974



THE ADVERSARY SYSTEM IS DEAD—  
BUT IT WON'T LIE DOWN

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13

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**Labour  
Canada**

**Travail  
Canada**

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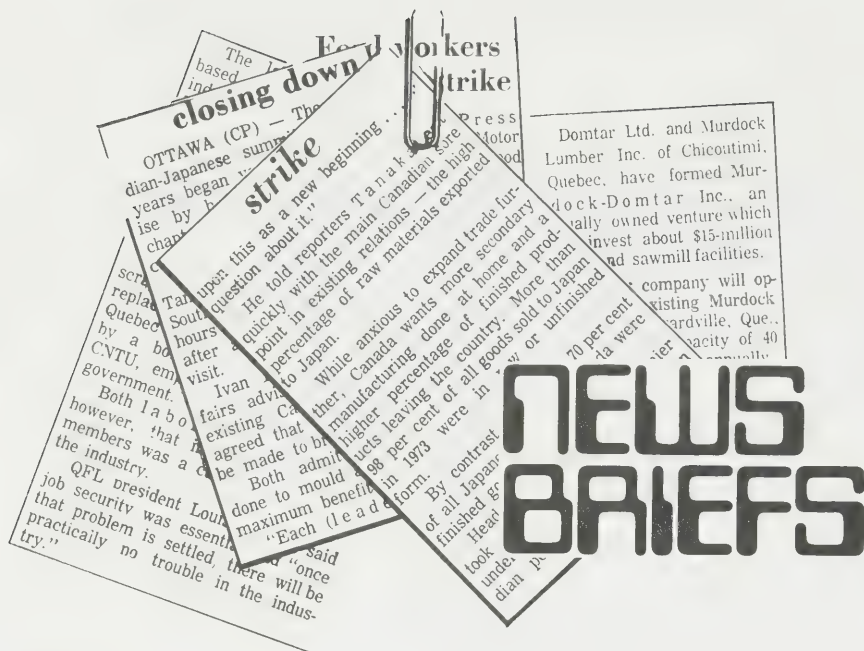
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agreement. According to the Public Service Alliance of Canada, bargaining agent for the employees, the award could have considerable impact on future negotiations between public servants and the federal Government.

An arbitration tribunal, under Chairman Owen Shime of Toronto, also provided the officers with pay increases totaling 15 per cent over a 27-month contract. Salaries were raised 9 per cent retroactive to September 24, 1973, and 3 per cent retroactive to April 1, 1974. They will be raised a further 3 per cent effective October 1; then on January 1, 1975, the information officers will receive a pay increase equal to the percentage rise in the Consumer Price Index for the 12-month period ending December 31, 1974. The contract expires December 23, 1975.

## Salaries Soar

Given the current Dow Jones average, Ontario workers might stand a better chance of making money stocking, rather than stalking the market: grocery clerks filling the shelves of Steinberg's Ontario supermarkets will be paid \$237.50 a week by next June.

The clerks were among 5,000 workers in the grocery chain's stores to receive raises of \$46 a week over two years retroactive to June 23. A two-year contract between the store and the Canadian Food and Allied Workers union, ratified last July, gives full-time workers raises of \$29 a week this year and \$17 a week next June, a cost of living clause and the reduction of the workweek by one hour to 39. Part-time staff will be paid \$1.15 an hour more by next year.

This means that full-time cashiers, meat wrappers, service clerks and porters will receive \$210 a week by next June. The grocery clerks will be paid \$237.50 a week, and meat cutters, who received a special adjustment of \$4 in the first year of the contract, will end up with \$256.50 by next June.

The cost of living formula, effective in the second year of the contract, states that if the cost of living increases 5 per cent or more between June 1974 and June 1975, full-time employees will be paid an additional \$42 a quarter starting in September 1975 (\$3.20 a week), and part-timers will get an extra 8 cents an hour.

## First PS COLA Clause

An arbitration award has given about 680 federal information officers a cost of living adjustment in their new contract — the first time a COLA clause has been written into a public service

## Union Recognition

A 10-year struggle by 20 Vancouver longshore foremen to be certified as part of a union local ended last June when the Canada Labour Relations Board granted them union recognition.

The foremen are employed by Vancouver Wharves Limited, and three times — in 1964, 1969, and 1973 — Local 514 of the International Longshoremen's and Warehousemen's Union applied for certification as their bargaining agent. (The local applied for 16 other certifications at the same time in 1973). The first two applications on behalf of the 20 foremen had



been unsuccessful as, under the old Canada Labour Code, the men were not eligible for union membership because of their supervisory capacity.

Changes in the Code, proclaimed in 1973, extended bargaining rights to supervisors as defined by their functions, not their titles, and the local reapplied that same year for certification under the new Code.

Counsel for the company argued that the foremen were management representatives and should be excluded from certification. After examining the foremen's jobs, however, the Board in its reasons for judgment ruled that "in the key and most important attributes of management — that is, the dismissing or promoting and demoting of employees — the supervisors have no great say.... On balance, the Board came to the conclusion that the jobs performed by these supervisors do not involve to any significant degree or extent the performance of management functions".

### Brewery Workers Win

It was a replay of the David vs. Goliath scenario, complete with the same ending: the small International Union of United Brewery, Flour, Cereal, Soft Drink, and Distillery Workers of America took on one of the biggest United States international unions and won.

In two key decisions, rendered by the Alberta Board of Industrial Relations last May and by the Ontario Labour Relations Board about six weeks later, the 9,000 Canadian brewery workers successfully capped a six-month struggle against being swallowed up by the 2 million-member International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America.

The fight started last November when a majority of the delegates at a brewery workers' convention in Cincinnati voted to merge with the Teamsters. But 51 of 55 Canadian locals — along with some American locals — rejected the merger; in January, Canadian

workers attending a special convention in Winnipeg voted to remain independent. The Teamsters countered by requesting court action in Alberta, Ontario and Quebec to have the merger enforced and end any brewery workers' claims to contracts, union funds and the union's name.

Both the Alberta and Ontario labour boards ruled that several sections of the Teamsters' merger document were unconstitutional and invalid. The Quebec labour board decision had not been rendered at press time, but the brewery workers consider the Ontario decision was a landmark, and coupled with the Alberta decision, makes the union stronger than ever, confirms the contracts held by the union, and assures the right of the union for continued existence and affiliation with the Canadian Labour Congress.

### Building Disputes

This year has only been "an upsetting time" for construction industry labour disputes, with "intense and severe" negotiations slated to occur next year, according to the Chairman of the Canadian Construction Association.

Robert A. Bird of Toronto told a convention of the CCA in Vancouver last July that labour disputes in British Columbia, Saskatchewan and Quebec occurred in a collective bargaining off-year, and next year's labour troubles will be compounded by a manpower shortage. The strikes this year principally resulted from deadlocks between contractors and unions over cost of living adjustments.



### Unions Grow

Statistics compiled by the federal Department of Labour show that union membership in Canada as of January 1973 totalled 2,556,236, an increase of 7.8 per cent from 1972. The 1973 figure represented 35.6 per cent of non-agricultural paid workers and 28.8 per cent of the total labour force; a year earlier these proportions were, respectively, 34.4 and 27.6 per cent.

Of all union members in Canada, 81 per cent were in unions affiliated with central labour organizations. Affiliates of the Canadian Labour Congress reported a membership of 1,847,064, representing 72.3 per cent of the Canadian total; Confederation of National Trade Union affiliates reported 164,492 members, or 6.4 per cent; le Centrale des syndicats démocratiques reported 41,000 members, or 1.6 per cent; and Confederation of Canadian Unions affiliates reported 17,455 members, representing 0.7 per cent. Unaffiliated unions, with a membership of 485,606, accounted for the other 19 per cent of total union membership in Canada.

The proportion of workers belonging to international unions in Canada was somewhat smaller than in the previous year. At the beginning of 1973, unions having their headquarters in the United States comprised 56.5 per cent of the total, compared with 59.6 per cent in 1972. Conversely, national unions made up 40.9 per cent of organized labour in 1973, compared with 37.7 per cent in 1972. The remaining 2.6 per cent (2.7 per cent in 1972) were members of local unions chartered directly by central labour bodies and independent local organizations.



At the beginning of 1973, 12 unions reported 50,000 or more members, compared with 10 unions in 1972. These 12, listed below, accounted for 42.4 per cent of the total 1973 union membership in Canada: United Steelworkers of America (AFL-CIO/CLC), 173,662; Canadian Union of Public Employees (CLC), 167,470; Public Service Alliance of Canada (CLC), 133,503; International Union, United Automobile, Aerospace and Agricultural Implement Workers of America (CLC), 107,266; Québec Teachers' Corporation (Ind.), 87,546; United Brotherhood of Carpenters and Joiners of America (AFL-CIO/CLC), 75,161; International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America (Ind.), 64,126; International Brotherhood of Electrical Workers (AFL-CIO/CLC), 59,700; Social Affairs Federation (CNTU), 58,378; International Woodworkers of America (AFL-CIO/CLC), 54,929; United Paperworkers International Union (AFL-CIO/CLC), 51,344; Canadian Food and Allied Workers, District 15 Council (AFL-CIO/CLC), 50,790.

## Mid-management Blues

The business world is coming to recognize that middle management unhappiness has become a serious problem in many companies. A *Financial Times* survey of business opinion, conducted last June, has revealed that 29 per cent of the survey respondents completely agreed that corporations face serious problems with middle managers who feel squeezed between senior officials and the rank-and-file workers. A further 38 per cent partially agreed, and a total of 23 per cent disagreed partially or totally. The survey, conducted by the Daniel Starch (Canada) polling organization, covered 208 readers of *The Financial Times of Canada* and included 39 per cent in top management and 26 per cent in middle management. Manufacturers composed 26 per cent of the sample; service and distributors, 23 per cent; professionals, 17 per cent, and insurance and finance, 15 per cent.

For middle managers — workers above first-line supervisors and below

senior executives, who lack both the organized clout of unionized workers and the prestige of their superiors — money is the main complaint. There is too small a gap between the salaries of middle managers and their subordinates, according to 88 per cent of those surveyed.

Other major reasons for discontent were salary increases that fail to match inflation, (90 per cent agreed), frustrated ambition (83 per cent), lack of job security, (60 per cent), too large a gap between middle managers' salaries and those of senior executives (66 per cent), and inadequate pensions (55 per cent).

How does middle management malaise manifest itself? According to the survey, 82 per cent of the respondents thought the discontent resulted in declining effectiveness. Declining personal initiative was pegged by 80 per cent, and high noted turnover or increased absenteeism were also cited.

## New PSC Forms

Persons applying for employment with the federal public service will no longer be required to state their age, sex, or number of dependants, the Public Service Commission announced in July.

The PSC's new application forms have deleted all references to an applicant's age or sex, and even offer applicants a choice of title for correspondence: an applicant can choose to be addressed as Mr., Mrs., Miss, Ms., or merely by given name and surname.

Even in completing the application's section asking for a person's given

name and initials, applicants can simply state last name and initials without revealing the given name.

## AFL Proposals

The Alberta Federation of Labour has questioned whether that province's Government is taking appropriate measures to ensure the availability of job opportunities for native peoples in remote Alberta areas.

In its annual brief to the Government, the AFL expressed concern that in projects such as the tar sands development, government and industry spokesmen lead the local natives to believe there will be massive employment opportunities. But when construction commences, the natives are told they do not possess the skills necessary to do the jobs. "In many cases," observed the brief, "trade unions are unjustly criticized for not accepting as members those people who are not qualified in a particular trade area."

The AFL believes that it is the responsibility of both industry and government to ensure the people indigenous to the developing area have access to training and upgrading so they may qualify for apprenticeship programs. The Federation itself assists native organizations in employment programs through such means as the Alberta Vocational Centre in Fort McMurray.

## Construction Safety

Violators of the Ontario Construction Safety Act will be dealt with harshly if they don't learn the Act and obey it. That was the message from Keith

**Public Service Canada** **Fonction publique Canada**  
**APPLICATION FOR EMPLOYMENT** **DEMANDE D'EMPLOI**

**PERSONAL DATA — RENSEIGNEMENTS PERSONNELS**

3. Last or Family Name — Nom Given Name used and initials — Prénom usuel et initiales

01▶  02▶

4. Social Insurance Number / Numéro d'assurance sociale

5. Mailing Address — Adresse postale CODE

03▶

6. Telephone No. — N° de téléphone  
 a) Home — à la maison   
 b) Business — au travail

7. Permanent home address, if different from above — Adresse domiciliaire permanente, si elle diffère de l'adresse postale

8. Please indicate how you wish to be addressed in any correspondence?  
 Comment peut-on adresser votre correspondance?

1 ☐ Only given name and surname / Nom et prénom seulement 2 ☐ Mr. / M. 3 ☐ Mrs. / Mme 4 ☐ Miss / Mlle 5 ☐ Ms. / M<sup>s</sup>



Cleverdon, Director of the Ontario Ministry of Labour's Construction Safety Branch.

In an interview with Peter Slee of *The Hamilton Spectator*, Cleverdon said contractors, foremen, and individual workers will be subject to inspections and liable for stiff fines if violations of the Act are discovered. Ministry officials are now making about 6,500 inspections a month across the province, and periodic blitzes — teams of inspectors investigating every construction project in a specific region — will be used to uncover violations.

Small fines of \$100, which used to apply to contractors breaching the Act, are now being levied against individuals for such offences as not wearing hard hats or safety shoes while working on the job site. Contractors are being fined as much as \$5,000, with additional fines being levied against individual foremen on the offending jobs. As of the end of July, about \$41,000 in fines for construction safety offences had been assessed, compared with \$39,500 levied for the whole of 1972, and \$44,000 during 1973.

## Scholarship Students

John Daniel Kennedy and Dan Morey attended the 1974 residential summer



**Winners Kennedy and Morey**

course of the Labour College of Canada (LG, June, p. 419) on federal Department of Labour scholarships. Kennedy, is a member of the Edmonton Local 9-666 of the Oil, Chemical and Atomic Workers International Union. Morey, who is from Montreal, belongs to the International Air Line Employees Association. The recipient of the third Department of Labour scholarship, William G. Foliot from Montreal, a member of Local 238 of the International Tobacco Workers Union, was absent when the above photograph was taken.

## Nurses' Pay Rises

An illegal strike by 10,000 Ontario registered nurses in 39 hospitals across the province was averted last July, less than a week before the walkout was scheduled to begin.

Negotiators for the Ontario Nurses Association and a committee of hospital administrators signed a contract giving the nurses an average pay increase of about 45 per cent over 18 months. Under terms of the agreement, the nurses' starting rate of \$650 a month was increased to \$800 retroactive to January 1; it will become \$945 next April 1. Nurses with five years' experience will be paid \$910 retroactive to January 1. Effective July 1, 1974, nurses with six years' experience received \$1,020, and as of April 1, 1975, nurses with seven years' experience will receive the top salary of \$1,145.

The contract settlement was helped a great deal by an arbitrator's award given three weeks earlier to nurses at the Ottawa Civic Hospital. It was a 19-month contract, raising starting salaries from \$650 to \$945 next April 1 in three stages. New salary rates for nurses with seven years' experience became \$1,050 a month retroactive to January 1 and \$1,145 a month by next April 1. ONA negotiators took this award to the negotiating table at their meetings with the hospital administrators.

According to the Financial Post, here's what Canada's nurses (new-experienced) earn a month:

British Columbia-\$850-\$1112, plus a cost of living allowance.

Alberta-\$665-\$830.

Saskatchewan-\$707-\$787.

Manitoba-\$618-\$775, plus a cost of living allowance of \$25.

Ontario-\$945-\$1,145, by next April.

Quebec-\$591-\$952.

New Brunswick-\$721-\$837, by next October.

Nova Scotia-\$651-\$769.

Prince Edward Island-\$699-\$799 by next April.

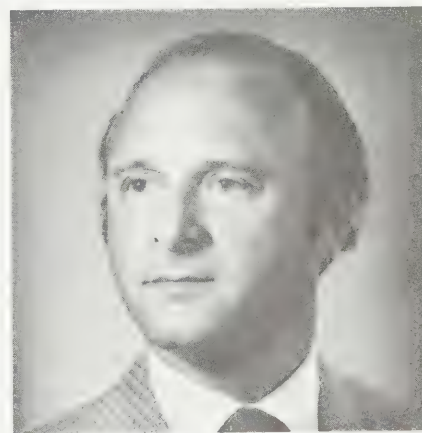
Newfoundland-\$621-\$793.

Federal Government-nurses earn about \$20 a month less than their provincial counterparts with the differential between the highest-and lowest-paid nurses about \$1,800 a year.

## New CLC Director

Charles Bauer became Public Relations Director of the Canadian Labour Congress on September 1. Bauer, who previously held the position of CLC assistant director of public relations, succeeded K.R. Robinson, who assumed the public relations directorship of the United Steelworkers of America.

Before coming to the CLC, Bauer had worked for the Canadian Union of Public Employees.



**Bauer**

Thomas Studio (Ottawa) Ltd.

## American Labour Troubles

Any lingering hopes that America's unusually long era of labour peace might continue were dashed in July by an unprecedented outburst of strikes that interfered with everything from transit and hospitals to construction and copper mining.

The U.S. Federal Mediation and Conciliation Service (FMCS) reported 588 work stoppages involving more than 230,000 workers for the week ending July 15. It was the largest number of strikes since the agency started keeping weekly strike records 15 years ago. Last year at this time there were only 279 walkouts involving 70,000 workers.

The rising cost of living was behind the big wave of strikes that swept both the public and private sectors of the economy this past summer. Highlighting the militancy of inflation-angered union members are the latest figures on rejections of newly negotiated contracts. According to the FMCS, rank-and-file unionists have been turning down more than 12 per cent of all negotiated settlements, compared with 9.6 per cent in 1973, and have been sending contract committees back to the bargaining table with mandates to win bigger settlements.

Indicating the mood of the unions, Jerry Wurf, president of the American Federation of State, County and Municipal Employees (AFSCME), reportedly told newsmen that "the aroused labour movement is no longer willing to subsidize the nation through wage restraints and sacrifices." Labour has "a lot of catching up to do," he noted.

Unions are demanding wage increases of 10 per cent or more, claiming that workers need the increases to cope with inflation and to make up for limited raises granted when wage and price controls were in effect. The Nixon administration's controls program helped to curb price rises for a

time, but living costs soared again as controls were eased in 1973 and then removed this spring. John Dunlop, who headed the controls program as head of the Cost of Living Council, predicted recently that inflation will continue to be a persistent problem through this decade.

If the present rate of "double digit" inflation continues, labour's economists warn, prices will double in about 5½ years. Richard Posten, research director for the AFL-CIO's Industrial Union Department reported recently in the IUD's quarterly, *Viewpoint*, that current "incredible" inflation rates "are dangerous for as long or as short a time as they are with us."

From 1958 to 1966, the average increase in consumer prices remained below 1.5 per cent a year. In 1968 the rate climbed above 4 per cent for the first time since the Korean War. There has not been a year since 1968 where consumer prices have increased by less than 3 per cent, according to Posten. And in the first three months of this year, he notes, "costs literally roared ahead at an annual rate of 14.5 per cent."

As of May this year, the real weekly take-home pay of workers was down 4.6 per cent from the previous year, and down nearly 7 per cent from October 1972. According to the AFL-CIO, May was "the fourteenth consecutive month in which real spendable earnings were below their year-earlier level." In the 12 months to June 30, 1974, hourly earnings of non-supervisory workers in the private non-farm sector rose 8.1 per cent while living costs climbed 10.7 per cent.

In addition to hefty wage increases, workers have been asking for inflation-proof contracts — agreements with cost of living escalator clauses designed to keep pay in line with price rises. Generally, this has meant a formula providing a raise of at least one cent an hour for every 0.3 point increase in the Consumer Price Index. Since the steel agreement of last April,

union after union has demanded cost of living protection in new contracts.

An interesting feature of this year's labour unrest is the outburst of anger from government workers as the pressures of inflation collide with state and municipal budget ceilings. "Public employees are not strikers," says the AFSCME's Jerry Wurf, whose 700,000 member union claims to be growing at the rate of 1,000 new members a week. But public employees will no longer tolerate the type of moderate wage settlement that their leaders have been negotiating for them in recent years, he explains. Government employees have been growing increasingly militant during the past decade. In 1960 there were only 15 strikes involving 1,700 federal, state and municipal workers, compared with 375 strikes affecting 142,000 workers in 1972. In the first four weeks of July, the AFSCME alone was involved in more than 30 strikes.

For Wurf, the first step toward solving the problems of municipal workers is to develop a more rational system of budgeting and taxation. AFL-CIO President George Meany, who wholeheartedly agrees with Wurf on this point, has warned that state and local governments are going to have to reverse their budget process by first determining their financial needs and then raising taxes to cover costs. Under the current system, governments generally determine what their tax revenues will be and then allocate the money, with city workers often getting whatever is left after other expenses are met.

At the bargaining table, the AFSCME president sees the need to develop regional or even state-wide negotiations. With public employees currently totalling 14 million in the U.S., and with the number growing at the state and local levels at the rate of 6 per cent to 8 per cent a year, Wurf predicts that the current bargaining process will become even more chaotic. "It is time to begin pressing, and



pressing hard," he says, "for multi-employer bargaining on a regional or cross-jurisdictional basis."

Meanwhile the AFSCME's leaders are lobbying hard in Congress for legislation that would guarantee public workers (except policemen and firemen) the right to strike. Wurf argues that there are fewer strikes in states that have a rational and flexible bargaining system through which public employees can deal with local government.

## Frenchwomen's Rights

France's President Valéry Giscard d'Estaing has appointed journalist Francoise Giroud, 57, to the unprecedented Cabinet post of State Secretary for la Condition Feminine. The decree creating her office defined the job as "overseeing the integration of women into contemporary French society."

Giroud, editor of the left-leaning weekly *l'Express*, has been an outspoken commentator on major issues facing France, many of them of particular interest to women — abortion, contraception, equal pay for equal work, day care, and so on. Commented the influential French daily *le Monde*: "If

anyone knows the uncertainties of the position of French women, and struggled to overcome them, it is Francoise Giroud."

At 16 Giroud became a film script girl, at 21 France's first female assistant director. During the German occupation, she was active in the Resistance and after the war helped to found the popular women's weekly *Elle* and later *l'Express*, for which she will continue to write.

At first, Giscard d'Estaing tried to downgrade the Cabinet post to the head of a women's affairs bureau, but he reconsidered when Giroud refused to accept such a position. Ultimately, says Giroud, the aim of any minister of women's affairs must be the elimination of any need for a special ministry for women. But that, she acknowledges, will take some time.

In fact, Giroud's mission is monumental. "Just to make a beginning," she says, "will take at least two years." Although women make up 40 per cent of France's labour force, their total income is only one quarter that of French men. Most continue to work in traditionally female occupations like teaching and nursing, or in unskilled factory, office and shopkeeping positions.

Giroud does not see herself as waging war on the manhood of France. Rather, she says, it will be a matter of persuading Frenchmen both inside and outside the Government that women have equal rights that must be respected. She's confident that she can do this, pointing out that Frenchmen have accepted proportionately more women into the higher levels of industry and the professions than their North American counterparts.

Giroud hopes to begin her campaign of persuasion not by demanding a sweeping declaration of women's rights, but by asking for inclusion of women in existing rights. She wants the word "sex" added to the law that prohibits discrimination on the grounds

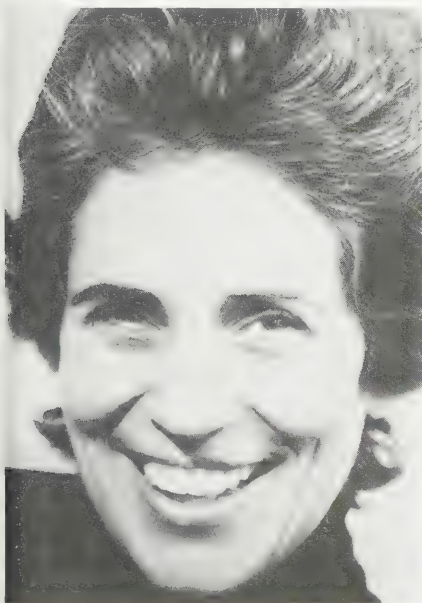
of race, colour or religion. In addition, Giroud hopes to upgrade the status of women by encouraging professional schools to open their doors to them. She has suggested appointing delegates to travel across the country and inspect the way women are treated on the job. Although equal pay is mandated under a 1972 law, many employers classify jobs in such a way that they pay a woman less than a man for doing essentially the same work.

Giroud wants to make it easier for women to enter the labour force. She recommends flexible working hours and part-time schedules so that women can better tend their families. She believes also that the Government should put a higher priority on day-care centres, and wants changes in such government practices as one that requires a husband to sign his wife's income tax return, thus letting him learn her income while keeping his own to himself if he so wishes.

## New Measures in France

The reform-minded Government of French President Valéry Giscard d'Estaing has pledged an "astounding" series of measures for a "more just society." The new social action program includes a two-pronged plan designed to bring immediate help to the least well-off and to start implementing strong measures on employment and industrial relations. The main emphasis will be on a substantial increase in the minimum monthly wage from the present \$225 to \$242 on the basis of a 43-hour week. At the same time, minimum old age pensions will move upwards and French family allowances will rise by 12.2 per cent.

Job security is currently a highly sensitive issue for the average Frenchman. The Government's proposals include tighter rules guaranteeing advance information to workers affected



Giroud



by collective dismissals, continuation of salaries for one year, and various forms of improved unemployment assistance and job retraining. Young people just coming into the labour market will be offered special training if they are unable to find suitable positions. Their "right to a mistake" will be recognized and they can receive payment enabling them to abandon a first job in order to seek more satisfactory employment.

Another phase in the "social transformation" of France is the betterment of working conditions. The Government has indicated that it would like to limit piecework wage systems, reduce night occupations and gradually abolish assembly line work. Introduction of democracy in the workplace, which the Government deems its most difficult remaining task, is to be dealt with in a twin ordinance.

## Rescue Effort Succeeds

The new management of the Lip watch factory at Besançon, France, (LG, April, p. 250) recently told the unions that the company was on the way to recovery. Of the 850 remaining Lip workers, 500 have already been re-employed while the remainder are being retrained with government help. The majority should be rehired by the end of the year, leaving about 150 to look elsewhere with the company's assurance that jobs will be found for them in the Besançon region at comparable wages.

Lip's original management felt that the company's operations were uneconomical and that redundancies were needed; workers then took over the factory to protect their jobs, and the French Government intervened. French unions, however, never considered worker control as practical, rejected a government rescue operation that would have guaranteed most of their jobs, and accepted an apparently less advantageous plan by a group of liberal-minded French businessmen. The decision to opt for a private rather

than government rescue reportedly arose out of the stand taken by the Confédération Française Démocratique du Travail (CFDT), which preferred a professionally-managed rescue to a government-organized charity operation. On balance, the CFDT gamble seems to have paid off. Lip is back in business, sales have recovered, productivity has increased, and there are hopes of financially breaking even next year.

## U.S. Noise Standards

The two U.S. government agencies concerned with factory noise standards — The Occupational Safety and Health Administration and the Environmental Protection Agency — have agreed on a new, more stringent regulation that, if it holds, may cost American industry \$31 billion over the next three years. The proposed standard, to become effective January 1, 1978, sets 85 A-scale decibels as the maximum noise level a worker can be subjected to over an eight-hour day: the current standard is 90 dbA. The limit will not apply, however, to agricultural or construction workers.

According to *Business Week*, "the proposal is sure to be hotly contested," particularly by metal fabricators, who are among those who will have to spend the most to meet an 85-dBA standard. The magazine says that a study by consultants Bolt Beranek & Newman for the Occupational Safety and Health Administration put the industry's compliance costs over three years at \$3.2 billion. Other industries that will have to spend heavily include machinery, textiles, furniture and food.

The BB&N study, said *Business Week*, "also shows that the proportion of workers exposed to more than 85-dBA exceeds 50 per cent in most manufacturing industries, and 70 per cent in many." If there were no further improvement by industry, BB&N says, 36 per cent of production workers "are likely by ages 55 to 59 to suffer greater than 25-db hearing loss." Although costs will be heavy, the BB&N

Photothèque



report asserts that industry has or will have the technology it needs within three years.

## Industrial Democracy for GB

Britain's Labour Party has introduced a revolutionary "Green Paper", called *The Community and the Company*, outlining the Party's proposals for industrial democracy. Beyond reconciling the rights of shareholders with the expanding range of responsibilities that companies owe their employees, consumers and society at large, the 29-page document recommends supervisory boards with 50 per cent *trade union participation* — rather than the more usual and more diffuse *worker participation*.

In this respect, commented *Industrial Relations Europe*, the Green Paper "departs substantially from Continental practice, particularly from the system evolved in Germany — which is considered the most advanced in Western Europe."

*The Times* commented editorially: "The Paper argues that worker-directors

should not be elected directly by the workforce on the absurd grounds that this might encourage management not to recognize unions."

Election would be to the top board of a two-tier board structure, with worker-directors present in larger numbers and wielding greater power than under the German system. "The whole scheme would depend upon the Board having effective joint control over certain matters of long-term policy," states the paper. "These must include at least the fundamental nature of the company's operations; serious changes, limitations or expansion of its operations, including the rundown or closure of parts of the enterprise; and association, actual or prospective, with other companies or enterprises at home and abroad."

"The danger of these proposals," said *The Times*, "is that, like the Industrial Relations Act, it will create animosity between one side of industry and the other, at a time when the need for constructive industrial partnership in the interests of the economy as a whole is paramount." However, the Labour Party document paints a brighter picture. "We do not think that worker-directors would fail to consider the efficiency and economic future of their enterprise, although they might put a different emphasis on what this meant."

Commented *Industrial Relations Europe*: "There is grave danger of legislative overkill here — for quite apart from the enormous complexity of electing worker-directors via union structures in multi-union companies, labour grossly underrates the power of union persuasion."

On the subject of works councils, the Green Paper notes that "introduction via company law of such organs of worker representation would, in the

British context, be highly likely to infringe on the principle of single channel representation and encourage tension with established patterns of collective bargaining machinery."

## Computer Typesetting

The International Typographical Union has concluded an extraordinary 10-year agreement with *The New York Times* and the *Daily News* allowing the two newspapers to move ahead unimpeded with automated typesetting. The contract, which expires on March 30, 1984, has been described by both sides as historic, signalling the end of years of resistance by the printers to the use of computers and electronic typesetting machines to replace their hand craft. In return, the printers have been given virtual lifetime job security, with bonuses and other incentives if they choose to retire or go into another line of work. The average age among the printers is 56. A \$2,500 cash bonus will be given to those who choose to retire in the next six months, and there will be a paid six-month "productivity leave" or sabbatical for each printer during the 10-year life of the contract.

Average pay under the new agreement for a 34½-hour workweek is \$302, representing a raise of about \$40 a week. The contract calls for a 3 per cent increase each March 31 plus a cost of living adjustment based on local prices.

The agreement commits both sides to its terms until 1978. Thereafter until 1984, the publishers and the union can seek to change the formula for wage increases and cost of living adjustments. The union has the option of seeking a new contract in 1978 or 1981, but stands to lose much of its promised benefits if it does so. Unresolved issues are to be settled by a

three-member panel of impartial arbitrators.

## New ETUC Member

Italy's communist-led Confederazione Generale Italiana del Lavoro (CGIL) has been accepted into membership of the European Trade Union Confederation (ETUC). The CGIL thus becomes the first communist labour organization to be admitted to what up until now has been an affiliation of "free" European trade unions.

Some observers fear that the admission of the 2.5-million member CGIL to the ETUC will provide a platform for the Soviet Union to infiltrate the Western European trade union movement. Among those voting against admission were Germany's powerful Deutsche Gewerkschaftsbund (DGB) and France's Force Ouvrière, which is concerned that affiliation of the CGIL will be a signal for admission of its rival, the communist-led Confédération Générale du Travail (CGT) with a 2.25-million following. Both the CGIL and the CGT are loosely affiliated with the World Federation of Trade Unions.

## Unions Get Go-ahead

South Africa's giant Anglo American Corporation, which employs about 250,000 blacks, is prepared to recognize and negotiate with African unions in all its enterprises. The company said it is prepared to give unions full recruiting rights in its mines and industrial plants and is ready to help with organizational and administrative training. Observers interpreted the move by the mining and industrial corporation as a significant advance for advocates of black trade union organizations in South Africa.

# THE ADVERSARY SYSTEM IS DEAD— BUT IT WON'T LIE DOWN

by ED FINN

For the past 100 years, the institution of collective bargaining has survived many strains from within and without. Despite all the fears of (and hopes for) its impending demise, it remains the predominant method of regulating labour-management relations.

So durable has collective bargaining proved to be that it is regarded by many as virtually indestructible. Each new crisis that befalls it is viewed as a temporary ordeal from which it will emerge as robust as ever.

The latest troubles to afflict the bargaining process, however, are sufficiently different — and serious — to worry even its most optimistic adherents. This is a crisis born of failure — the failure of the adversary concept of labour relations, on which collective bargaining in Canada is based, to cope with new challenges and dimensions. It is the failure of a system to adapt. It is the failure of its practitioners to make it work. It is, essentially, a failure of belief and trust.

Collective bargaining has withstood its previous vicissitudes because the labour and management people who relied on it have proved, over and over again, that it is by far the best way of resolving industrial conflict. But that was yesterday. Today, many of these same people can no longer furnish that proof. Their own performance, in fact, belies it.

Prof. Laurence Kelly, Assistant Director of the Industrial Relations Centre at Queen's University, recently completed

a study of the methods of settlement used in collective bargaining in Ontario between 1970 and 1973. Kelly found that, out of a total of 1,440 contracts, each of which covered 250 employees or more, 50 per cent of the settlements were reached through some form of conciliation or mediation, 5 per cent through arbitration, and 11 per cent through work stoppage. Only one third of the settlements were achieved in direct negotiations between unions and management.

These statistics reveal clearly that the ability of labour and management negotiators to settle their differences at the bargaining table — without resort to third-party help or intervention, and without resort to the ultimate weapons of strike and lockout — has been considerably eroded. There was a time, not so long ago, when conciliators and mediators were rarely required. Now their injection into contract negotiations has become more the rule than the exception.

**“the conciliator will become a permanent crutch”**

Their contribution to the maintenance of industrial peace should not be underestimated; but the mounting demands for their services denote a sickness in the collective bargaining system. There is something fundamentally wrong with the relationship between an employer and his employees when they cannot, without external aid, agree on the terms



for continuing their relationship. Once they close the channels of direct communication with each other, once they lose the basis of mutual self-interest that must underlie a durable settlement, once they come to rely on the mediative skills of an outsider, they will find it hard ever to regain the ability to reconcile their conflicting interests in face-to-face bargaining. The conciliator or mediator will become a permanent crutch they cannot do without.

Is this situation necessarily bad? Perhaps not in certain key industries and in the so-called "essential services." But there are relatively few first-class mediators in Canada — and there is no assurance that a really proficient one will always be available when needed. A union and employer who become dependent on mediative aid may not always be able to find it. They may, at times, have to be content with unqualified mediators, and with the unsatisfactory settlement terms they devise.

No matter how skilled a mediator or conciliator may be, he isn't likely to produce a settlement that would be as solid and durable as one reached by the parties in direct negotiations. Not knowing the industry, and lacking first-hand experience with the problems that gave rise to a dispute, he has a tendency to concentrate on the money issues, and to neglect the seemingly less important matters that in reality may be the most vexatious.

### **"mediators exploit, exaggerate and misrepresent"**

Most mediators, being concerned about their "won and lost" record, often resort to questionable methods to extract concessions from the disputing parties. They exploit weaknesses in order to apply maximum pressure on the more vulnerable negotiators, exaggerate or understate key issues, and even misrepresent to each side the actual position of the other.

One prominent mediator recently admitted that he believes "all's fair in the quest for a settlement," and that he doesn't allow considerations of justice or fairness to enter into his mediative activities.

"My job as a mediator," he said, "is to get a settlement, not to dispense justice. When I act as an arbitrator, of course, it's a different matter. Then I can impose a settlement, so I can and do try to be absolutely fair and impartial. But when I mediate, I have no powers to force the parties to settle, so I have to play the role of con artist."

The element of manipulation, of not-so-gentle persuasion, that accompanies most mediated settlements thus tends to leave either management or union discontented. All too often, this discontent surfaces during the term of the agreement, and is reflected in a higher incidence of absenteeism, malingering, work slowdowns, and even wildcat strikes.

In cases in which a conciliator or arbitrator actually writes the settlement terms, he may have great difficulty setting them down in precise language. Take, for example, the arbitration award provided last January by Mr. Justice Emmett Hall as a "final" settlement of the 1973 railway strike.

The companies and unions had to go back to Hall for clarification of several clauses, and to seek new rulings on their intent. They wrangled over the meaning and implementation of the award for more than four months before they were able to translate it into a new workable agreement. That was late in May — 19 months after the negotiations started, and only four months before the unions were due to serve demands for the next round of bargaining.

### **"collective bargaining will end"**

Few labour relations experts would agree that the ever-growing reliance on third-party intervention in collective bargaining is a sign that the institution is breaking down. But if it becomes obvious to politicians, the press and the public that most employers and unions can no longer settle their differences without outside help, further government intrusion into labour-management affairs will become a natural and legitimate development. The difference



between mediated and arbitrated settlements will not seem nearly as great, in either practical or philosophical terms, as it appears today. And collective bargaining will end, "Not with a bang but a whimper."

It is disturbing to note from Kelly's study that 11 per cent of the settlements he analyzed were preceded by work stoppages. Although he confined his study to Ontario, the ratio of strikes to peaceful settlements on a country-wide basis has been increasing proportionately.

Even more disturbing is the trend toward strikes of longer duration, giving Canada a record of man-days lost through work stoppages exceeded only by a few European nations. This trend should not be exaggerated, since the man-days lost through illness, accidents — and particularly unemployment — are vastly more numerous. Nevertheless, the public resentment aroused by strikes cannot be lightly dismissed. Public opinion polls, letters-to-the-editor columns, and radio hot-line shows are all frightening barometers of the extent to which faith in the collective bargaining process has been eroded.

### **"public intolerance stems largely from ignorance"**

Those who work in industrial relations know that the growing public intolerance of strikes stems largely from ignorance. They know that a certain number of strikes are unavoidable, and that perfection is no more attainable in the workplace than in any other sector of society. They know, too, that the alternatives to free collective bargaining advanced by labour relations illiterates are as impractical as they are incompatible with a democratic society, because they usually include some form of imposed settlement.

Even so, the anti-strike clamour, no matter how unjustified it may be, is bound to have its effect on governments if strikes come to be viewed as evidence that collective bargaining has failed, rather than as a normal and essential ingredient of the bargaining process.

Within the limits of the industrial relations community, the advocates of compulsory arbitration can be easily discredited, and their arguments effectively refuted. But, among the general public, their simple-minded call for strike bans and arbitrated settlements meets a much more sympathetic response. They may not be able to destroy collective bargaining on their own; but, if they continue to be supplied with ammunition by labour and company negotiators who can no longer negotiate, their attacks will become increasingly difficult to counter.

The responsibility for saving collective bargaining rests with its practitioners. The more often they fail to make it work,

the more they undermine its value, and the more vulnerable they leave it to its enemies.

Some management spokesmen have given credence to the proponents of arbitration by proposing it themselves — not for their own industry, of course, but for the public sector. They try to differentiate between the employees of private industry and those who work for a government agency. This is a convenient distinction that enables them to urge the imposition of bargaining restrictions on certain groups — restrictions they would vigorously oppose if they were extended to their own area of labour relations.

Admittedly, public employees — especially those who provide essential services — are in a different category than workers in the private sector. Most industrial strikes today don't hurt the public unduly, but strikes that curtail or stop essential services certainly do. It follows that there is a need for a different kind of labour relations policy for public employees; but the only change business leaders seem to favour is that of withdrawing the right to strike. Which is like saying that one should allow steam to build up indefinitely in a boiler, but not provide an outlet for its release — other than to pass a law against exploding boilers!

Workers in essential services have the same need as their counterparts in the private sector for adequate wages and working conditions. If they are compelled, either by legislation or by their employers' autocratic approach to labour relations, to follow the same process of collective bargaining to achieve those benefits — in short, if they are forced to adopt the tactics of mutual coercion implicit in the adversary system — then there is no means by which they can be prevented from using their collective power as a last resort. When the pressure builds up to an intolerable level, they'll strike whether they have the legal right to do so or not.

What is needed in the public sector is not compulsory arbitration, but a system that would make strikes unnecessary rather than illegal. It would not take the form of plugging the employees' only outlet for venting discontent, but would take the positive approach of preventing discontent from arising. Essentially, of course, that means giving and maintaining high standards of employment benefits voluntarily, instead of making the workers fight for them.

### **"risking a charge of heresy"**

Most discussions of labour-management conflict start from the premise that the adversary system is an indispensable component of collective bargaining — indeed, its very bedrock. Thus, all proposed remedies for the ills of collective bargaining either tinker with various aspects of the adversary concept, or treat it as an encumbrance that must be endured. But does the adversary system really provide an integral and essential basis for adjusting labour-management relations?



Merely to pose the question is to risk a charge of heresy; but perhaps the time has come to start thinking the unthinkable — to wonder if the adversary system has not become more of a hindrance than a help, an anachronistic approach that is both too crude and too inflexible to deal with the complexities of the modern workplace.

It may be instructive, before looking beyond the adversary system, to examine the major causes of collective bargaining breakdowns that may be traced wholly or in part to the increasingly belligerent stance taken by the parties.

## **“conjunctive and co-operative bargaining”**

In their useful book, *Collective Bargaining*, Neil Chamberlain and J. W. Kuhn distinguish between what they call “conjunctive bargaining” and “co-operative bargaining.” They point out that, in an industry where employees are unionized, “where collective bargaining is the prescribed system of industrial relations, neither company nor union alone has any functional significance; rather, they acquire significance only in relation to each other.

“This fact of mutual dependence cannot be overstressed, for it is perhaps the most fundamental aspect of modern industrial society. Its newness is indicated by the lack of an adequate terminology with which to discuss it. The term “collective bargaining” is most frequently used to mean any form of agreed-upon association between union and management, but such blanket use necessitates resorting to other terms if we wish to differentiate among kinds of association. To describe simply the relationship where union and management come to agreement through sheer functional necessity, let us use the term ‘conjunctive bargaining’.”

The authors go on to say that the principal ingredient of conjunctive bargaining is coercion. “With whatever coercive powers are at its disposal, each party wrests the maximum advantage possible, without much regard for the effect of this on the other.”

Despite its limitations, conjunctive bargaining — or what, in Canada, is more commonly called the “adversary system” — has conferred obvious benefits. It has spurred management to devise more efficient and productive methods; it has protected workers against arbitrary managerial control, and given them a voice in some of the decisions that vitally affect their work lives; and it has benefited the public to the extent that the increased efficiencies adopted by management have been reflected in lower prices or a better quality of product.

But the main shortcoming of conjunctive bargaining, according to Chamberlain and Kuhn, is that “it provides no incentive to the parties to do more than carry out the minimum terms of the agreement that has temporarily resolved their divergent interests. The obligations that each has as-

sumed to the other are fixed. For one party to co-operate more effectively with the other will not win it any further concessions, because concessions are predetermined. Conjunctive bargaining allows the minimum required co-operation of each with the other, which tends to become the maximum actual co-operation as well...And because of its emphasis on minimum obligation, conjunctive bargaining limits and restricts business performance.”

The Chamberlain-Kuhn description of conjunctive bargaining applies to most of the relationships between companies and unions in this country at the present time. And most of the breakdowns at the bargaining table stem from the antagonism and distrust that this kind of relationship engenders.

The situation in Canada is worse than in most countries because of the legislative ban on strikes during the term of an agreement. Too many employers take advantage of that ban to exercise their so-called “residual rights” with impunity — or so they think. They feel free, once the contract is signed, to do anything the agreement does not specifically rule out, to alter working conditions unilaterally, regardless of the adverse effects on their employees.

## **“the residual rights doctrine has done a lot of damage”**

Amendments to the federal and a few provincial labour codes in recent years give workers some protection from the impact of technological change, but otherwise leave the residual rights doctrine intact. This doctrine has done a lot of damage to collective bargaining in Canada, because it applies to the implementation of contract clauses as well as to non-contractual matter.

The employer can apply the contract terms as he interprets them, as part of the exercise of his “right to manage.” The union’s only recourse is to file a grievance. This often takes several months to process, and considerably longer if the complaint goes all the way to a three-man arbitration board. If, after long and costly hearings, the union’s grievance is upheld, the only penalty imposed on the employer is the requirement that he right any wrong that may have been suffered by the grievors, such as reimbursing them for lost wages. The arbitration system for resolving mid-term disputes, therefore, contains no deterrent to harsh or unreasonable managerial actions.

Another depressing development of our system of arbitrating contract grievances is the excessive reliance on lawyers and judges. Because labour agreements are subject to so many challenges, they tend nowadays to be written in a legalistic jargon that is almost unintelligible to the average worker. Confusion over the language of a contract leads to more lawyers.



Prof. Helen LeBel of the Faculty of Law at the University of Montreal claims that lawyers "have made a mess of the arbitration system. All the legal wrangling and red tape have delayed arbitration cases intolerably, and drained the limited finances of union locals."

Prof. H. D. Woods, who chaired the federal government's task force on labour relations, said last year at a McGill University seminar that "it's no wonder unions are losing confidence in the grievance arbitration process. It simply isn't resolving contract disputes equitably and promptly."

Woods went so far as to say that the ban on strikes during the agreement should be lifted, arguing that this would not cause more strikes, but would most likely reduce their number. In his view, it would force the parties to work out more realistic dispute settlement methods. Knowing that the unions could strike at any time, he reasoned, management would behave itself, and refrain from running roughshod over its workers once an agreement was signed.

Although most company officials would strongly disagree with Woods on this point, they must admit that, when unresolved or delayed grievances pile up during the contract term, the resulting pent-up frustration can make negotiations over a new agreement much more difficult.

### **"an ugly and belligerent mood"**

The urge to retaliate when it becomes legally possible to do so creates an ugly and belligerent mood. The employees are spoiling for a fight. They want to hit back at the company, and they'll find some pretext for doing so, even if it means presenting unreasonably large demands, or rejecting comparatively generous company offers. Managers who take unfair advantage of the residual rights doctrine, believing they can do so with impunity, are therefore deluding themselves. They can get away with it while the agreement is in force, but they only postpone the day of reckoning; and certainly the accumulation of grievances that results is a major cause of breakdowns in collective bargaining.

The enshrinement of the adversary system in labour relations has also created the equivalent of standing armies, with the negotiators on both sides of the table regarding themselves more as gladiators than as peacemakers. They are the 'military, and in that sense have a vested interest in war, not in peace. Just as the Pentagon and its generals thrive on the occasional outbreak of hostilities, so the collective bargaining combatants view the occasional strike as an unavoidable, if not desirable, part of their relationship.

A prominent vice-president of labour relations was recently overheard to say, with some relish, to a colleague: "If you don't have a strike every three or four years, you're not

doing your job right." And some union leaders, too, although not welcoming a strike, enjoy the opportunity it gives them to play soldier — to move "troops" around, to try to outwit the "enemy," to devise strategy and counter-measures.

This is not to imply that the quasi-military leader is typical of either labour or management negotiators. But there is an aggressive instinct in most of them that often comes to the fore at the bargaining table — an instinct fostered by the adversary system. Obviously, when the atmosphere created is that of the battlefield rather than the peace table, the effect is not conducive to peaceful settlements. In that kind of climate, the concessions and compromises that are so necessary in reaching an accord are viewed as signs of weakness rather than generosity.

Unions and companies are handicapped by not having alternative teams of militarists and diplomats. When nations want to wage war, they use their generals; but when they want to make peace, they are represented by their statesmen. In most industries, the men who are sent in to arrange or renew "peace treaties" are the same ones who lead the respective sides in strikes and other forms of conflict. In some companies, the personality clashes and antagonisms that build up between the principals at the bargaining table constitute a big stumbling block on the road to a peaceful settlement.

Another growing problem is that many negotiators on both sides lack the skills required to deal with the ever-increasing complexities of collective bargaining. It's getting to be a specialized field, calling for high standards of expertise — especially if the final settlement is to be based on financial, economic and social realities, rather than on a trial by combat.

### **"covering up the negotiator's ineptitude"**

It's comparatively easy for the parties to try to club each other into submission; it's not at all easy to tackle the issues in dispute between them and to try to resolve them through argument, persuasion, trade-offs, and the use of relevant facts and figures. That requires a certain level of knowledge and ability on both sides that is all too often missing. The resort to third parties — mediators, conciliators and arbitrators — and to strikes and lockouts is sometimes a way of covering up the negotiators' ineptitude. It gets them off the hook.

There seems to be a reluctance — more on the union than on the company side — to upgrade bargaining skills or to hire the outside technical experts that modern industrial relations often requires. That is seen by negotiators — mistakenly, of course — as an admission of their own shortcomings. It is significant that such experts are often

not brought in until the negotiations have broken down and it becomes necessary to present factual, logical, well documented briefs and arguments to a conciliation board or an arbitrator.

The growing isolation of many negotiators from their principals is another major factor imperilling collective bargaining. As negotiations become more complex, they become more difficult for union leaders to explain to their members, and, to a lesser extent perhaps, for company negotiators to explain to their top officers. This is a problem that often afflicts the practitioners on both sides of the bargaining table, regardless of their own bargaining skills. In fact, the more competent the negotiators are, and the easier it is for them to reach agreement between themselves — an agreement they know is the best that can be worked out — the more frustrating it is for them when they are unable to consummate it.

The test of an agreement is not whether it satisfies the negotiators, but whether it can be sold to the parties they represent. This is a bigger problem for unions than for employers.

### **“just an educated guess”**

Most company negotiators are told fairly explicitly in advance how far they can go in making offers and concessions to the union. They can keep in close touch throughout the talks with the few company officers who hold the purse strings. The union representatives can't maintain that kind of liaison with their thousands of members, especially if they are widely dispersed. They may have a good idea what demands they can pare down and by how much, and what demands can safely be dropped altogether; but the composition of the minimum contract package needed for a majority ratification vote is often no better than an educated guess. A wrong guess means a rejection — not just of the package but, by implication, of the union negotiators as well.

The possibility of a negative vote by union members has an inhibiting effect on the company, too. No matter what happens after such a rejection — whether it leads to a reopening of negotiations, to a strike, to mediation or arbitration — the eventual settlement tends to be higher than the one initially agreed upon. What was management's “final offer” in the proposal put out to the members for ratification becomes, instead, the floor on which strike pressures or an outside arbitrator will build. Knowing or fearing this, company negotiators may naturally hold back their best offers in direct bargaining, making a voluntary agreement that much more unlikely.

This question of ratification votes has many ramifications. Most employers would like to have such votes eliminated, and admittedly there is a good case to be made for that point of view. The argument is that union leaders are elected for a certain term of office and that implicit in that

mandate is trust in their abilities as bargaining agents. Just as the elected politicians in government are not obliged to submit every decision they make and every act they pass to their constituents for approval during their term of office, neither should the union leader be compelled to have his decisions at the bargaining table subjected to a referendum. If the members don't like the kind of settlements he makes on their behalf, so the argument goes, they can turn him out at the next convention.

If that argument were being debated on a theoretical or academic plane, it would be hard to refute. But the fact is that, in any democratic organization, it's the members who decide how much authority they give their elected leaders, and how much they retain for themselves. Most union members insist on having a final say on the acceptability of a proposed contract, and that practice has become so widely established that it is futile even to imagine its being abandoned. You just don't take away democratic rights that have become so entrenched they're taken for granted.

It is doubtful, in any case, whether the simple removal of ratification votes would solve the underlying problem. If the members didn't have a vote on a settlement, and if the majority of them weren't satisfied with it, they would find some way to express their displeasure. It could take the form of wildcats or slowdowns; or, they might wait patiently until the next round of bargaining, and replace their best negotiators with less qualified but much more aggressive representatives whose directive would be to make up for the settlement that was considered inferior the last time.

We must concede, however, that ratification votes are here to stay. The main cause of concern is not that the members have that final veto power, but that they are unable, in many cases, to exercise it wisely. The secrecy that is an essential ingredient of collective bargaining, coupled with the growing complexities of the process and the delays involved, denies to the members the knowledge and experience they need to judge whether the settlement put to them is the best that could have been achieved.

There is a feeling, too, that they have nothing to lose by turning it down. If the final settlement, however reached, is not higher, they are no worse off; and there may be some chance of getting a better deal if they demonstrate their dissatisfaction and militancy by a rejection. This kind of thinking, however, is not yet widely prevalent. Most union members don't vote “no” frivolously, especially if the outcome leads to a strike. In most cases, a rejection signifies a genuine dissatisfaction with the adequacy of a settlement, or with some part of it.

### **“an all-or-nothing proposition”**

It may be possible, sometime in the future, to refine ratification votes. At present they are an all-or-nothing proposition. The ballot contains the proposals on all issues in dispute, covering all classes of employees in all locations.



Different workers may object to different parts of the package, depending on their age, their occupation and other factors. Or it could be that 90 per cent of them are satisfied with 90 per cent of the package, but will vote it down on the basis of one or two points they dislike.

There is no way of knowing, when the ballots come in for counting, why any particular member voted the way he did. There is no way the union leaders can determine effectively, if the majority voted for rejection, what specific parts of the agreement are unacceptable. They can often make pretty good guesses, particularly if their membership is fairly compact; but, in large and diffuse units, they often have no clear idea, and no guidelines if they have to go back to the bargaining table.

A possible refinement would be to have a ballot form that would enable each member to tick off his "yes" or "no" reaction to each item, and to assign a point value to each item. The wage increase, for example, could be valued at 10 points, the health and welfare plan 5 points, vacation 3 points, and so on, with a minimum number of positive points needed to signify acceptance of the agreement as a whole.

In other words, if the number of items on a ballot ticked "yes" produced, say, 40 points out of a possible 50, it would be considered the equivalent of an overall "yes" vote. In this way, members could express their displeasure over one or two aspects of an agreement without having to turn it down completely, and their specific concern over these few points would serve as a warning to the negotiators to do better on those particular items in the next round of bargaining.

There is little probability at this stage, however, that a more detailed ratification method will be adopted by any union. The big objection would be that it would enormously complicate the already difficult process of balloting and tabulation, and could cause a great deal of internal conflict over the way individual ballots are marked and interpreted.

We will have to continue to live with the uncertainties of the ratification vote as it now exists; and, of course, from a union standpoint, it cannot be viewed as an unmitigated evil. The fact that so many agreements turned down by the members are actually improved upon later indicates clearly enough that the first versions submitted to the members were not the best the employer could afford.

### **"the architects of their own troubles"**

That, too, is an indictment of the bargaining process. The lesson it teaches union members is that most employers tend to set their offer ceilings considerably lower at the bargaining table, when there are no pressures exerted on them, than the actual levels they can afford if pushed suf-

ficiently by strike threat or strike action — or by the rulings of an impartial arbitrator. So, employers who complain about ratification vote rejections are, in many cases, the architects of their own troubles in that area.

The deterrents thus far listed to the attainment of voluntary agreements have had two effects on the negotiators. One, already mentioned, is the tendency to give up any real effort to reach an accord at the bargaining table — to turn over the final resolution to an outside mediator or arbitrator, or to the trial by combat via the strike route, or to an eventual settlement imposed by government. The second effect, more subtle, but perhaps even more damaging in the long run, is the tendency to restrict the scope of bargainable issues.

### **"denying workers any constructive escape valve"**

By confining the issues in dispute to the narrow range of wages and fringe benefits, both union and company officials believe they increase their chances of coming to an agreement. And no doubt they do. It is obvious that, the longer the list of basic demands, the more difficult it becomes to reach an overall accord. This reluctance to go beyond the bread-and-butter issues to deal with the quality of the working environment, the humanization of jobs — indeed, the whole question of industrial democracy — is understandable. But, although it may facilitate bargaining, it has the counterproductive effect of denying workers any constructive escape valve for their frustration over non-bargainable issues. If collective bargaining is not flexible enough to encompass and alleviate all sources of employee discontent, it will indeed become obsolete — and will deserve that fate.

Although most strikes are ostensibly disputes over wages, we are becoming aware that many of them are motivated as much, or more, by a deep dissatisfaction with the industrial system itself. Much has been written recently, and many studies have been undertaken, to expose the discontent of workers with the dehumanizing and stupefying nature of so many jobs in modern plants and offices.

There is nothing really new in this phenomenon. Most workers have always worked at jobs that are arduous, monotonous and often dangerous, and have always resented it. It is just that, in recent years, they have become less tolerant of such conditions — perhaps because of the rising levels of education among younger workers — and have begun to articulate their discontent more effectively. Their plight, now that they have been discovered by the sociologists, has attracted more attention.

As collective bargaining is now structured, it cannot deal with the psychological causes of conflict; and it certainly is not an instrument that can easily be used to challenge the



work ethic itself, or the primacy of managerial control. Where employees' grievances derive from their very status as employees in an essentially authoritarian system, a strike caused by deprivations cannot be resolved unless it is reduced to monetary terms.

As British labour relations specialist André Gorz has put it: "Workers insist on being paid as much as possible, not because they put wages above everything else, but because, trade union action being what it is at present, workers can fight the employer only for the price of their labour, not for control of the conditions and content of their work."

This virtual exclusion of important human and spiritual concerns from the collective bargaining process inevitably generates discontent for which there exists no safety valve, in the collective sense, other than the strike or one of its variations, such as the work slowdown. Individually, of course, there are numerous reactions: among them, absenteeism, alcoholism, malingering, job-hopping, poor workmanship, and even outright sabotage. These are all factors that curtail production considerably — perhaps, taken together, to a far greater extent than do strikes. It is a serious misconception to believe that, because a worker is forced to treat his labour as a commodity, he also expects himself as a person to be treated as a commodity. Neither does it follow that he will be prepared to put up with anything if the wage level is high enough. He will find ways of expressing his dissatisfaction, either collectively or individually. And if legal restrictions are placed on his collective freedom to act through his union, he will resort either to illegal collective acts or to individual and personal methods of retaliation.

The more we examine and discuss these various ills besetting our collective bargaining system today, the more remote the prospects appear for devising effective remedies. Many groups, individuals and governments have attempted to tinker with one or more of these problems, but without notable success. Others take the Pollyanna attitude that it's still the best system we've got, despite its defects, so let's try to live with it.

### **"challenge the sacred cow"**

But there is another approach: challenge the sacred cow of the adversary system. For the one salient fact about the troubles collective bargaining has been experiencing of late is that they all have one thing in common: they all stem from the adversary nature of the system as we have practised it.

To get back to the Chamberlain-Kuhn terminology, these troubles reflect the disadvantages of conjunctive bargaining, and the answer is not to let collective bargaining die, not to abandon it as an obsolete tool, not to replace it with arbitration — but to move it beyond its adversary stage to

co-operative bargaining. If we could eliminate the adversary concept that underpins our present approach to collective bargaining, we would at the same time eliminate most of the antagonism and distrust that spawn the problems we're so concerned about.

A tremendously big "if." A century-old tradition is not going to be changed overnight. But a good beginning can be made if both union and company officials will look at the option of co-operative bargaining with open minds.

### **"bargaining based on mutual gain"**

Chamberlain and Kuhn, in their discourse on co-operative bargaining, emphasize that it cannot be based on altruism or adherence to the golden rule, but must, if it is to be effective, be based on the expectation of mutual gain. They continue:

"The basis for co-operative bargaining is the fact that each party is dependent on the other and, as a matter of fact, can achieve its objectives more effectively if it wins the support of the other. This means that, when one party is seeking a change, the better to secure some objective, it is more likely to succeed in its design if it anticipates what objections may be raised by the other party, on whose co-operation in the matter the degree of its own success depends. For such objections raise issues of divergent interests, and unless these are resolved, it will prove impossible to define an area of common interest in which co-operation can be established. In order to win the necessary co-operation, the initiating party may have to make concessions — greater, perhaps, than it considers 'fair' or 'just', and despite the fact that such concessions may be unnecessary as a matter of traditional authority. They are made because, on their granting, a joint effort is forthcoming which produces a greater advantage to the initiating party than would have been possible without them.

"The distinction between the divergent interests and the common interests of unions and management may appear to be a simple one, but it is actually quite subtle. Where interests are accepted as common rather than divergent, the notion that the agreement sums up what had to be given up on the one hand, or all that could be gained on the other hand, fades; the parties approach bargaining with the realization that the better the performance of each, the better the joint performance. Further, each understands that the better the joint performance, the greater the advantage for both."

Chamberlain and Kuhn concede that there is, as they put it, "a prevalent fear on the part of management, union and employees that the potential benefits of co-operative bargaining are outweighed by its potential dangers . . . What are these dangers? For managers, it is a loss of their prerogatives; for union leaders, it is a loss of function, rendering their role and office unnecessary; for employees, it is a

fear of insecurity and job loss caused by improved efficiency."

Let's examine these fears in inverse order. It is natural for union members to fear that their union, if it accepts co-operative bargaining, will become little more than an adjunct of management, stressing efficiency and greater productivity to the detriment of the workers. Indeed, the experience of the United Mine Workers and a few other unions that co-operated in modernizing their industries did in fact result in layoffs and job reductions.

But, basically, the members need have no such fear if they retain democratic control over their unions, because they will retain the deciding vote on new changes and proposals. Their fear really emanates from their concept of the employer as their enemy — a concept that is shaped by the adversary system. Because they don't trust the boss, they don't trust any of their leaders who seem inclined to trust him. The only one who can change that concept is the boss himself, by the way he treats his employees; and he can only do that within the framework of co-operative bargaining.

### **"no place for a union"**

A much more formidable barrier is the fear of union leaders that the more successful co-operative bargaining becomes, the more their own functions and importance will decline. To quote Chamberlain and Kuhn once again, "This threat is premised on a widely circulated belief that if management understood the worker and satisfied his needs, there would be no place for a union. If co-operative bargaining can be made to work, creating a spirit of common interest between worker and company in important areas, will this not rob union members of their militancy, and even their desire to maintain a separate organization responsive to their peculiar interests?"

This is a fear that cannot be easily allayed. There may well be some managers who would try to use co-operative bargaining as a lever to pry unions out of their industry by undermining their functions and questioning their continued need. Even under the best kind of relationship, however, there will always be divergent and even conflicting interests between employers and employees. Co-operative bargaining is needed to reconcile those conflicts, and indeed, co-operative bargaining could not succeed unless the employees were convinced that their special interests were being fully promoted and protected. This conviction could not be sustained unless the workers were represented by organizations that, because they were independent, would be able to present the workers' case effectively at the bargaining table. The element of bargaining power would not be ruled out by co-operative bargaining; its coercive expression would merely be reduced and redirected; and organization would therefore remain essential to such power.

Finally, we come to what is by far the most formidable barrier to co-operative bargaining; the opposition of so many employers to giving unions what amounts to a "co-management" status, thereby diluting the powers of owners and the rights of property. Management argues that recognizing a union's interests in production problems, for example, would simply widen the union's area of control within the company, leaving management without its highly prized right to make the decisions necessary for the long-term welfare of the company. Seen from this angle, co-operative bargaining thus carries an implicit threat to the structure of authority within the enterprise.

David Jenkins, author of *Job Power*, says that the biggest deterrent to industrial democracy in North America is the accepted pattern of intra-company power, which is so much more deeply entrenched here than in most European countries. "The revered ideology of free enterprise," he writes, "rewards the successful man not only with material gain but also with power over those below him. Managers who have been trained to believe that power over people is one of the perquisites of success are, understandably, not especially enthusiastic about democracy in the workplace."

Care should be taken not to use the term "co-operative bargaining" and "industrial democracy" interchangeably, because the latter is perhaps the next evolutionary stage that may follow co-operative bargaining. But it is certainly necessary for employers and managers to be willing to surrender some of their cherished prerogatives and moderate their authoritarian policies if co-operative bargaining is to be given a fair trial. The era of the master-servant relationship in industry is dying, anyway, so it's only a question of whether management is going to co-operate in substituting a more democratic system or whether they are going to have it imposed on them — either by workers' revolts or by government statute.

Meanwhile, the initiative toward co-operative bargaining must come from the employers. It is management, right now, that controls the means of production, provides the workplace, establishes the work rules, and appoints the supervisory personnel to enforce those rules. Unions essentially can only react to managerial initiatives in these areas.

### **"operating on Theory X"**

It is the labour relations policy of an employer that determines the morale of workers and shapes their bargaining objectives. Most employers, unfortunately, still operate on what sociologist Douglas McGregor calls "Theory X" — the view that all workers are inherently lazy and unintelligent, that they must be pressured into working and be closely supervised. Says McGregor: "So long as the assumptions of Theory X continue to influence managerial strategy, we will fail to discover, let alone utilize, the potentialities of the



average working man." He might have added that, without a change in this prevalent management thinking, the adversary system of labour relations and all the conflict, waste and inefficiency it generates will never be displaced by co-operative bargaining.

In his book, Jenkins describes some of the experiments taking place in Europe, where employers have done away with punch clocks, with foremen, with rigid shift schedules, and with most of the other trappings of regimentation in the plant — including the assembly line.

Workers have been trained to perform a variety of tasks, and allowed to plan, assign and schedule work themselves. In practically all of these experiments, the changes have been a greater boon for management than for the workers, resulting in both increased production and profits. As Jenkins states it: "When a company succeeds in putting its employees' intelligence and creativity to work, profitability is increased. Workers have responded enthusiastically to the challenge of greater freedom and responsibility, and often develop greater involvement in company matters remote from their particular jobs."

### **"productivity is less than 50 per cent of human potential"**

Claude Gareau, a management consultant with the firm of P.S. Ross & Partners, wrote an article a few years ago that gets to the root of this whole question. "The potentially greatest single source of productivity," he wrote, "is the human will to work, and the capacity of people to work well together to solve problems collectively. The present level of productivity in Canadian and U.S. companies is assessed at less than 50 per cent of human potential. Yet, actual case histories and experiments with cohesive work groups clearly demonstrate phenomenal productivity gains, some in the order of 100 per cent or more.

"There is growing evidence that the basic unit of production is neither the machine nor the worker, but the work group. . . . In consequence, the greatest gains in productivity come, not from individuals working harder or smarter, but from integrating their work more effectively as a group... This requires an atmosphere in the workplace of mutual trust, confidence and respect. Human need for belonging in a group engaged in meaningful work is a very powerful motivator. Participation of this kind helps them to become responsible industrial citizens, rather than non-responsible cogs in the machine.

"Effective participation in management is brought about by the creation and maintenance of a company philosophy that clearly recognizes equal concern for the human as for the technical needs of the enterprise — and is demonstrated day to day in the deeds of management, as opposed to words."

The chief reason Japanese workers are measurably more productive than workers in North America is not because they are paid less. It is because Japanese employers, when they hire a man accept full responsibility for him as a human being — responsibility not only for compensating him for his labour, but also for fulfilling his needs as a human being. This leads to a sort of corporate welfare state that it would not be feasible to imitate in this country. But, within the Japanese cultural and social system, it has the effect of binding workers closely to their employer, giving them almost a family relationship, and a sense of belonging that North American workers do not experience.

In our society, we have gone to the other extreme. We have reduced all forms of motivation to a pecuniary accounting. Most of our employers make it clear, when they hire a man, that it is not the man they want, but rather the function he performs. If a man's skill is not needed, the man himself is not needed. As soon as a man's function can be performed more economically by a machine, he is summarily replaced. One consequence is that a major portion of each individual's talents cannot be utilized on the job. Vast parts of his personality must be repressed in the course of playing his role in industrial society. As someone has said, "Within every worker there exists a human being trying to get out."

The adversary system and its attendant ills are the product of this negative approach to labour relations. The only encouraging sign is that at least a few management people are beginning to realize how sterile and self-defeating the adversary system is. *The Financial Times* may have been reflecting the first faint ripples of a trend away from conjunctive bargaining when it stated editorially that "The only final answer to labour troubles is better management. That means more consistent concern and more sympathetic understanding. It means, ultimately, treating employees not as adversaries but as partners in the enterprise."

Sir Frederick Hooper, Managing Director of the Schweppes Group, put it this way: "Even if it were desirable, the time is no longer opportune for management to insist on blind and mechanical obedience. Recent generations of workers believe they have the right to question what the boss tells them, and to make up their minds for themselves. Successful management now has no place for the despot — not even for the benevolent despot. This does not mean that management must abdicate its function of managing; but it does mean that management can manage only with the good will of labour."

When managers blame unions for standing in the way of change, what they are really objecting to these days is the challenging task confronting all democratic governments — that of having to win the consent of the governed. We are still a long way from the stage where the workplace in Canada can be considered in parliamentary terms, but there is an analogy. If management represents the government of industry, the unions represent the more or less "loyal opposition."



It would be as absurd in industry as in politics to assume that the opposition has the same responsibility and power as does the government in the conduct of affairs. The opposition can only react to government initiative — criticizing and, if necessary, opposing the measures that the government introduces. To quote Allan Flanders, the well-known British labour relations expert, "Unions cannot turn bad management into good management, even if they want to; management, on the other hand, tends to get the unions it deserves."

A recent dramatic and well-publicized example of how management initiative can transform labour conflict into industrial harmony has been provided by the President of Carling O'Keefe Breweries, Wilmat Tennyson. *The Labour Gazette*, *The Financial Post*, *The Globe and Mail*, and other publications have all carried stories on Tennyson and his conversion of the Carling O'Keefe firm into a virtual industrial relations Utopia.

Tennyson did it, basically, by abandoning the adversary system — by making the security, dignity and protection of his employees a top priority. He gave them full job security, removed all time clocks, streamlined the grievance procedure, and instituted many improvements — including the phasing-out of foremen — without waiting to be coerced into them at the bargaining table.

The results in terms of employee morale and productivity have been spectacular. Employees now identify with the company and its product, and take pride in their work. One employee who joined Carling O'Keefe after working in a steel plant is quoted as saying that "What we've got here is a kind of company-labour movement. The change that's taken place is just unreal. Everyone is working for a common cause."

Initially, Tennyson's new philosophy and approach aroused skepticism and some foot-dragging by the Brewery Workers' Union leaders, who feared his real motive was to undermine the union. But he was able to convince them of his sincerity; in fact, the role of the union has been strengthened and enhanced.

Tennyson has obviously gone several steps beyond the co-operative bargaining concept to introduce industrial democracy into his firm, but co-operative bargaining is one of the innovations he brought in. The latest negotiations were preceded by a full disclosure of the company's profit picture, and were conducted in a climate of mutual trust and harmony.

Carling O'Keefe's is not necessarily the model for co-operative bargaining; but it is clear that what Tennyson has been able to achieve in doing away with the adversary system is possible for other employers to emulate. Not only possible, but urgently desirable. In any examination of the alternatives to the adversary system, management should keep these four main points in mind:

First, the collective bargaining system is in trouble because the adversary concept on which it is based is producing more conflict and hostility than our increasingly interdependent society can tolerate, particularly in the public sector.

Second, any attempt to suppress or eliminate strikes and other forms of labour unrest by legislation or by the use of force will aggravate conflict rather than reduce it.

Third, there is only one way to restore labour peace, and that is by replacing the antiquated, inappropriate, divisive, wasteful and obsolescent adversary system with the more constructive and mutually beneficial system of co-operative bargaining.

Fourth, the responsibility for making the change to co-operative bargaining rests primarily with management.

### **"employers have the power"**

The last point is the one that should be emphasized most. What it says, in effect, is that neither unions nor legislators — nor, for that matter, the public — have the freedom to do away with the adversary system in labour relations. All they can do is tinker with its various problems and deficiencies. Only employers have it in their power to usher in a new era of industrial harmony and good will. Only management can exercise the needed initiatives.

So the decision belongs to the managers. They can continue to complain about strikes, interrupted services and lost production. They can continue to demand more restrictions on the employees' right to strike. They can continue to blame "union irresponsibility" and "government ineptitude" for all the labour troubles that occur.

Or they can frankly admit that their own authoritarian, dehumanized labour relations policies are at the root of the problem, and take positive steps to reform them.

Any management in any firm, if it really wants to do so, and if it is prepared to sacrifice some of its cherished beliefs and prerogatives, can move fairly rapidly from the adversary system to the co-operative bargaining system. It may not be easy. There may be some initial union skepticism and resistance to be overcome. But it is certainly not a task that is beyond the ability of most employers and managers if they choose to accept the challenge.

(Ed Finn is Publications and Information Director of the Canadian Brotherhood of Railway, Transport and General Workers. He has also been Labour Columnist for *The Toronto Star* since 1968.)



Murray Mosher Photo Features

# ONE MAN'S PLEA FOR SOCIAL JUSTICE

"The poor are a burden on the rest of society. Because of the burden of the poor, the middle class bears a crushing tax load. Transfer payments are the cause of rising prices and taxes. People are poor because they don't or won't work. We are solving the problem of poverty through economic growth, with the fruits of that growth going disproportionately to the poor."

Chances are that thoughts and sentiments much like these have crossed our minds at one time or another. But they are myths and prejudices — part of a backlash protecting the rich — turning the average Canadian against the poor, according to Michael Bradfield, an economics teacher at Dalhousie University. Writing in the July-August issue of *Canadian Welfare*, Bradfield asserts that the situation of the poor will not improve in the near future "because there is a growing campaign, led by various vested interests, — such as the Canadian Chamber of Commerce — to use the poor as a scapegoat, blaming them for Canada's economic problems. If successful, the campaign will create antagonism against the poor, and will lead to a loss of political support for them. This will mean a loss of enthusiasm for attempts to change the economic and taxation systems in any meaningful way."

Who pays for social assistance? Not the middle class, because the poor are paying their own way; in fact, contends Bradfield, "if the middle class is over-taxed, it is because the rich and big corporations avoid paying taxes. For instance, in 1969, 25 per cent of Canadians had incomes below \$4,000 a year. This bottom quarter received \$1.9 billion in assistance from the government. At the same time, this group paid almost the same amount in taxes. That same year, the group paying the highest proportion of its income for taxes was the poorest of the poor — the 12.5 per cent of families earning less than \$2,000 a year. These people paid almost half of their incomes for taxes of all kinds. On the other hand, the top 10 per cent paid only 40 per cent of their incomes to the government. The people in the middle? They paid slightly less than those on top." In other words, for the poor to lose 50 per

cent of their meagre incomes in taxes is a greater burden for them than for the rich to pay out 40 per cent of their generous incomes. You don't eat too well on \$1,000 a year.

In the Canadian Chamber of Commerce's recent brief to the federal Government (LG, May, p. 351), it was claimed that social assistance is driving prices and taxes up, stated Bradfield. But the poor are not responsible for rising costs, because they buy only 4 per cent of Canada's gross national product, meaning their economic spending does not affect the demand for or cost of goods. Of greater importance, in Bradfield's opinion, is the implication that increases in government assistance automatically go to the poor. When it was learned earlier this year that the single biggest increase in federal spending estimates was for the Department of Health and Welfare's family allowance payments, it was not explained that 75 to 80 per cent of these payments go to the non-poor. "Yet it is this increase in spending which will be used to keep the Government from giving more assistance directly to the poor," predicted Bradfield.

The Chamber of Commerce brief also implied that the poor neither work nor are productive, he continued. This reinforces the myth that the poor do not work; yet 66 to 75 per cent of the heads of families do work, but at jobs that do not even provide a poverty level of income. Of the non-working poor, the bulk cannot work because of age, disability or family situation.

"The poor are poor, not because they won't work for the system, but because the system won't work for them," Bradfield observed. "Statements like that of the Canadian Chamber of Commerce simply add to the prejudice against the poor and support the status quo, which is responsible for the plight of the poor in the first place. The Chamber is perhaps unwittingly protecting the interests of the wealthy few by statements that create tensions between the average Canadian and those less fortunate."

# PROBLEMS IN THE WORKPLACE — IS THERE A SOLUTION?

by DONALD MONTGOMERY

Declining productivity and the added costs of employee turnover, absenteeism, interior service and low employee morale are causing concern everywhere. The situation has prompted management to seek new ways of overcoming production problems with a minimum of change in the present system. One solution being tried by a number of companies is to offer employees a 3- or 4-day workweek, the rationale being that fewer days (but not necessarily fewer hours) on the job will make an employee happier and more hardworking.

The major problem with this solution is the longer workday. At best, the compressed workweek is a temporary answer to a complicated problem. Although it gives an employee more time away from a boring job, it doesn't make the job more interesting or make the employee feel more closely involved.

Union leaders have vigorously opposed the introduction of 10- and 12-hour days. One exception is the Oil, Chemical and Atomic Workers union, which has accepted a workday exceeding 8 hours and has signed agreements covering several hundred employees who work 3 or 4 days of 10 or more hours. But the opposition of other unions to the compressed workweek may change once they realize its true significance.

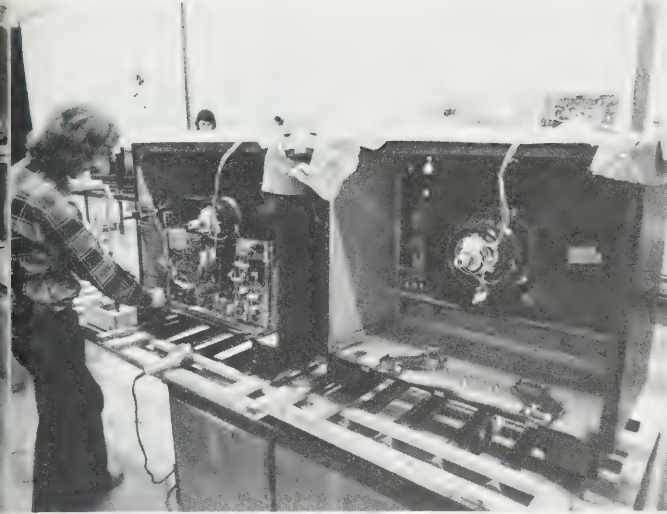
In the not too distant future, employees on the compressed workweek will want to return to the 7 1/2- or 8-hour day.

Union members will demand that their employer reduce daily working hours to 9, 8, or even 7 1/2 within the 4-day workweek. Those on the 12-hour day will bargain for 11 or 10 hours within the 3-day workweek. (Employees learn quickly of the increase in their company's profits and will demand their fair share. They may use part of their portion to reduce their daily hours and use the balance to increase their salaries.) Employees who are not members of unions may join for no other immediate reason than to retain their earnings within the shorter workweek as well as to reduce the hours they work each day. It may seem ironic, but the employers who have introduced their white-collar workers to the compressed workweek may be assisting the unions in their effort to organize the office and technical workers who so far have remained unorganized.

Many plants in Europe and a few in North America have introduced "flextime", a system that does not schedule the employee to work any specific hours per day or, in some cases, any specific days per week. The job is so defined as to make clear to the employee the workload that must be completed each week and the specific tasks that must be performed. The employee must accomplish work assignments in the time specified, but he or she has flexibility in his or her hours and to this extent, independence.

Gordon F. Harrison, Director of Industrial Relations for Ridell, Sead and Associates, management consultants, has stated that the compressed workweek is "a snare and a





delusion". In his view, it is a system devised by employers who do not trust their workers to keep their own time and is a poor substitute for "flexitime". An employer who trusts his employees to do the job set out for them will let them select their own working hours.

Flexitime and the compressed workweek reflect management's recognition that the present system is falling apart. It is not producing the results that they must have to continue to compete with the Japanese, the Germans and the Swedes.

Flexitime is also the recognition by some employers of the fact that the employee must be allowed to participate in the decision-making process. To make a job more interesting the employee must, in the words of Mr. Harrison, "be trusted". If employees are trusted to do the job and to schedule their own hours, it's a beginning of a new relationship. It may eventually provide the worker with the right to participate in other areas of the managerial decision-making process.

Greater employee participation and increased job satisfaction are the real keys to improving the quality of working life: unfortunately, the problem of achieving this goal is not really being solved. Flexitime and the compressed workweek are only temporary remedies — over-reliance on them is like taking aspirin for a brain tumor.

A few companies have recognized this vital fact, and are taking steps to provide real job satisfaction. The Swedish car manufacturer SAAB, for example, describes its approach in its advertisement:

"The assembly line has made Detroit the automobile capital of the world, because it allows manufacturers to make cars faster and faster; and cheaper and cheaper.

"But the assembly line does something else too. It bores the people who work on it. And boredom, in the end, is often responsible for poor quality.

"That's why at SAAB, we are doing away with the assembly line.

"In its place we're putting assembly teams. Small groups of just three people who see a job through from start to finish.

"It's a slower, more costly system for us, but it helps us build a better car.

"And that's very important to us at SAAB".

SAAB's approach has been so successful that Sweden's auto maker Volvo has set up a new plant specially designed so that small groups of workers assemble automobiles. Thus, the auto assembly line that Detroit made famous is disappearing in Sweden.

The idea is to build a better product even if it costs more. SAAB and Volvo are gambling that the customer will pay more for a quality product. To obtain this quality the Swedes are trying to make the job more varied and more interesting and to return to the worker the pride of workmanship, a job satisfaction that the assembly line destroyed completely.

We must recognize that management has now acknowledged the need for changes if employee morale and productivity are to improve. Instead of simply opposing the introduction of the compressed workweek, union negotiators should take the position that this is not the only answer to the problem. Making use of management's acceptance of the idea of change, they should propose further solutions: for example, ways in which workers can participate more in the decision-making process. Workers must be allowed to participate in making decisions that affect their jobs. They should be part of the group that designs the workplace, schedules production, and plans work schedules. Some workers in Europe, particularly in Germany, take part in these decisions.

Flexitime may be only a small beginning but it does recognize that the employee can make decisions about his or her work, and can improve the quality of the work or render better service to the customer.

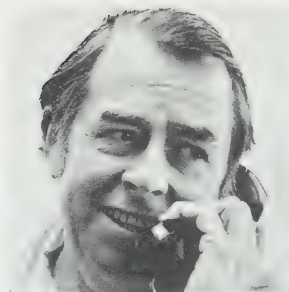
North American unions should learn more about the European experience in worker participation, in plant management, and adapt to the Canadian situation. Management, of course, will resist, but management plagued by low morale, high employee turnover, high rates of absenteeism and lateness, and berated by customers for low quality products and poor service will be more amenable to solutions, especially if the solution is long range rather than the temporary relief the compressed workweek or flexitime provide.

Unionists may be wise, though, to accept the compressed workweek as a first step. Whether it be four 10-hour days or three 12-hour days, or some other compressed week formula, employees will not be long in wanting to return to the shorter workday. Employers who have introduced the shorter workweek will, in the not too distant future, be facing demands from their employees to work something less than the longer hours of the compressed workweek schedules. Workers will soon make the shorter workweek hours a strike issue. Thus, unions can achieve a 36-hour week simply by reducing the workday from 10 to 9 hours. The introduction of the "compressed workweek" has hastened the 32 or 35 hour workweek more than one might believe.

Unionists who realize this can, within the next few years, reduce the workweek from 40 hours to 36 hours and eventually down to 32 hours with less difficulty. The pressure will come from the workers on the compressed workweek. During the winter months, even workers on the 8-hour day leave home before daylight and return home after dark. Those employees on the 10- and 12-hour workday will see daylight even fewer days a year. Dissatisfaction will provoke demands for the 9- or 8-hour day.

Whether unionists realize it or not, the compressed workweek can become a helpful tool. It may go against their principles and it may seem a step backwards. But how many members will complain if they know that by taking one step backward they will move three or four steps forward in their struggle for a 32-hour workweek. Some unions may move ahead if they are prepared to "stoop to conquer".

(Donald Montgomery, President of the Metropolitan Toronto Labour Council, was recently elected Secretary-Treasurer of the CLC. A member of the United Steelworkers of America staff since 1940, he is now Area Supervisor for the Steelworkers Toronto-Barrie area.)



Julien LeBourdais

# COMMENTS ON THE QUEBEC CONSTRUCTION SCENE

by PIERRE J.G. VENNAT

The recent dispute over cost of living clauses in Quebec's construction industry is more than a mere labour conflict; it foreshadows important economic and social changes — not to mention problems.

The construction industry adheres to the principle of tenders and "firm price contracts," no matter what happens between the time the contract is signed and the time the project is completed. If wage increases were tied to increases in the Consumer Price Index, such contracts would have to be reopened, bringing into question the entire system of tenders as applied in the construction industry. If wages are tied to the CPI, it is the consumer who, sooner or later, will foot the bill.

The Quebec Building Contractors' Association declared at the beginning of the dispute that "it is absolutely impossible for the building contractors to consider the possibility of settling certain labour problems by indexing wages, unless their customers — including general contractors, individuals, public and parapublic bodies — agree to absorb the increases not provided for in all fixed-price contracts awarded or submitted for tender."

When builders in West Island, Montreal, attempted to tie the price of their houses to the cost of materials, it was carefully pointed out to them that their action was illegal and that a contract is a contract, no matter what.

Now that construction workers insist on some form of indexing, they leave builders with no choice but to do the same thing — in other words, to reopen contracts already signed with their customers. This would set a dangerous precedent, and heaven help the poor devil who must foot the bill.

The dispute may lead not only to cost of living provisions in most building contracts, but also to a certain amount of union "cleansing". This could have been predicted ever since the Cliche Commission was appointed to conduct an inquiry into violence on building sites. There is no doubt that once the report of the commission is published, some unionists will have to change their behaviour.

As Industry and Commerce Minister Guy Saint-Pierre put it, when speaking to the Montreal Construction Association; "The labour jungle in the Quebec construction industry will have to be civilized in the years ahead, regardless of the means that may have to be used to bring this about." It was the first time that a Minister of Industry and Commerce felt obliged to intervene in a dispute of this nature.

Mr. Saint-Pierre added that "the events of James Bay, the violence and vandalism on construction sites call to mind some of the most brutal and sombre periods in the history of such large American cities as Chicago, New York and Los Angeles.





Photo: Liégeois

"One might seriously question the benefit to the worker of this unwarranted and blatant violence that takes the place of democracy in construction circles. I can't help wondering whether the worker, who is usually known for his good sense, is really satisfied to live in a situation of repeated and open violence."

This means that members of the Quebec Cabinet are growing weary of all the disorder and upheaval in the construction industry, and the Government can be expected to take whatever steps are necessary to clean up the mess made by the unions in this sector.

Employers too will have to do some cleaning up — unless, of course, they prefer a state of mutual slaughter. Rivalries among employers in the construction industry are almost as pronounced as those among the unions, and recent events have merely served to expose them.

The employers' 'Common Front' (made up of the Montreal Construction Association, the provincial House Builders' Association, the Quebec Road Building and Highway Construction Association, and the Quebec Construction Federation) described as "distressing thoughtlessness" and "regrettable" the stand taken by the Quebec Subcontractors' Association recently founded and joined by corporations of master electricians and chief piping engineers. At the time of its inception in May, the new group had declared:

"Most of the problems that arise in the industry are caused by individuals who call themselves general contractors and yet know nothing about the industry. They are often insolvent, exploit the subcontractor, and acquire their financial resources from the dues of skilled contractors. This type of individual constitutes the worst element in the construction industry. That is the reason why there is no room in the Building Contractors' Association of Quebec for general contractors at the officer level."

The Building Contractors' Association for its part, concluded: "As regards serious general contractors, we would like them too to become a provincial association, in order to have an authorized representative who would be able to deal with subjects of common interest."

Here again, the recent dispute could well be the first indication of a certain regrouping, as we have witnessed the confrontation of two "blocks": the subcontractors on one side and the employers' common front on the other. Perhaps it will be so during the forthcoming bargaining sessions!

(M. Vennat is a reporter with *La Presse* Montreal. The foregoing was condensed from an article that appeared in the August number of *La Gazette du Travail*.)

# LABOUR RELATIONS: CHANGING CONCEPTS, NEW TECHNIQUES

by J.C. ANDERSON

The recent rash of strikes in essential and near-essential services has made us acutely aware of what follows even the temporary failure of the machinery supplying our everyday goods and services. Almost immediately, such a breakdown has major and costly repercussions for the business world and creates inconvenience or even hardship for many people. On every hand, observers argue — "There must be a better way."

## The Problem

In the private sector, the present collective bargaining process, with the strike as the concomitant provision for settling impasse situations, has in general worked satisfactorily. Alternative sources of supply are often available or are not immediately required. However, in the growing essential services sector of our economy, the present collective bargaining process has yielded less than satisfactory results.

In this sensitive area, the ingenuity of man is surely capable of providing a better means of preventing labour-management confrontations than those now used. In the search for improved ways of settling impasse situations, the process of collective bargaining must be not only retained but strengthened. New techniques and new methods must be tested and judged. Change can only be brought

about if it is approached with an open mind, remembering that in the field of labour relations the only constant factor is change.

Both union and management, it seems, are becoming increasingly aware that the current collective bargaining process must be overhauled if today's needs are to be met. The parties involved are realizing not only that the strike and lockout solution does not always yield them the desired results, but also that in settling their own disputes they must find ways to do so without the attendant deleterious effects upon the public. They know, too, that failure to put their own house in order will ultimately result in pressure for increased government intervention, which neither labour nor management welcome.

## A Solution

Many suggestions for improving the current collective bargaining process are being advanced. The one that offers the greatest potential is voluntary binding arbitration, which may be described as "Mediation cum Arbitration". A recent example of the use of this procedure was the signing of an experimental negotiating agreement by 10 large American steel companies that bargain with the United Steelworkers of America. The agreement provides that, in the

event of an impasse, the remaining issues will be settled by voluntary binding arbitration.

Explaining the reason for this agreement to his members, Steelworkers President I. W. Abel made these points:

"Even if we were to strike for new agreements, the huge inventories of stock-piled steel would prolong the shut-down. Steel customers would have no need for more steel for many months. Our members, under the circumstances, would have to prepare for a long strike. But even when the negotiations result in a settlement without a strike, the members pay a heavy price for stockpiling: after each of our successful negotiations, steel production always drops dramatically. Our members are hurt in two ways: Many suffer prolonged layoffs, demotions and reduced hours after negotiations are concluded, and over the long term, the decline of employment in the steel industry is significantly related to the expanded role of steel imports.

## How It Works

For the Mediation cum Arbitration procedure to have the best chance of success, the parties involved should agree to the following conditions before starting negotiations for a new contract:

- The process will be a substitute for the right to strike or the lockout.

- Direct negotiations will proceed until a specified date.

- In the event that a collective bargaining agreement has not been agreed upon by the stated time, the parties will request a mediator/arbitrator (chosen in advance) to assist them in reaching an agreement. The mediator/arbitrator chosen should be completely independent and fully experienced in the labour field and should function first as a mediator and then, if necessary, as an arbitrator. If possible, guidelines should be agreed upon by the parties in advance, perhaps with the assistance of the arbitrator selected. The arbitrator may, if the parties desire, be assisted by two assessors familiar with the industry, one named by each of the parties.

- The mediator/arbitrator will function as a mediator until a specified date. If by that time the parties have not been able to complete a collective agreement, the mediator will immediately take his role as arbitrator, call the parties into open session, hear their evidence and submissions regarding all the issues remaining in dispute, and make his report.

- The arbitrator's report will become final and binding on the parties unless, within 15 days after the report is filed, its decision is appealed by either or both parties.

- The grounds of appeal may be based on the allegations that the arbitrator's report (a) has failed to deal with all the issues before him, (b) has not provided a workable basis under which the parties can function, or (c) is perverse and against the evidence and weight of evidence.

Any appeal will be heard by an appeal tribunal (the constitution of the tribunal should if possible be agreed on in advance, or provision made for the Government to appoint such a tribunal).

The appeal tribunal may dismiss the appeal: in that case, the arbitrator's report becomes final and binding on the parties. If the tribunal allows all or part of the appeal, it will make an award that is to be binding on both parties.

The preceding is simply a suggested method of arranging the Mediation cum Arbitration procedure. The parties may, of course, work out an agreement that suits their own particular needs.

This process allows the parties to first negotiate between themselves; if they cannot reach an agreement, it gives them the opportunity to again try settling their differences with the assistance of a mediator.

In the beginning, the mediator will attempt to settle what he conceives to be the lesser issues. If he is successful in this, he may then be able to help the parties reach complete agreement. Even if he is not completely successful, he may be able to assist them in arriving at a tentative agreement on some minor issues. He may find, however, that some of his proposed solutions are agreeable to the bargaining representatives, but do not provide a basis for an agreement because the latter feel that they will be unable to sell the solutions to their respective principals.

When the mediator begins to function as an arbitrator and the evidence supports the validity of his earlier suggestions, he may make these solutions part of his report — they will then be acceptable to the parties because, since they are contained in a report of a third party, neither party would be losing face by their acceptance.

This procedure, just as any other, does have its shortcomings: one or both parties may hesitate to submit a dispute to a third party; they may feel that a skilled mediator/arbitrator is not available; or they may be afraid that if they co-operate with the mediator, it may prejudice the judgment he brings down if they finally go to arbitration before him.

## Its Advantages

The disadvantages are outweighed by the arguments in its favour:

- It continues and reinforces the direct bargaining process, so important to the parties.



- It will consume less time before an ultimate solution is arrived at.
- Although the parties may fail to arrive at an agreement in direct negotiations, they may succeed with the assistance of a mediator.
- If the mediator has to assume the role of an arbitrator, he knows by that time the climate of the negotiations of the priorities of each party; as well, he may have support in the evidence to provide the satisfactory solution that he was not able to bring about while acting as mediator.
- In many instances, the arbitrator's ruling will not be much different from what the parties would realistically hope to achieve as the result of a strike.
- It avoids a strike and work stoppage with all its attendant consequences, not only on the parties themselves but on the public at large.
- It provides an appeal procedure whereby an arbitrator's report may be altered.
- Throughout the process, the parties continue to have an input into it and thus play a meaningful part.

Mediation cum Arbitration will be frequently used if it proves to be an acceptable means of arriving at a collective agreement without work stoppages. Every time it is successful it will reduce the pressure for government intervention, because it offers a viable alternative to the use of the strike weapon as the ultimate means of settling labour disputes.

(Judge Anderson is Chairman of the Ontario Public Service Arbitration Board.)

# THE RECONSTRUCTION OF BRITAIN'S LABOUR LAWS

by JOHN HARKER

A bill providing for repeal of Britain's 1971 Industrial Relations Act received first reading in the House of Commons last April. Repeal of the Act had been a primary objective of the Trades Union Congress (TUC), and during the February election campaign the Labour Party had expressed its determination to introduce new labour legislation if it formed the new government.

The British Labour Party and the TUC have long shared a distrust of legal regulation as the best way to establish and maintain a system of good industrial relations. Any legal framework, it was felt, must not be so elaborate and restrictive as to prevent the unions and employers from adopting an informal pragmatic approach to problem solving, mainly through a system of free collective bargaining.

It could safely be asserted that the possibility of recourse to strikes and lockouts is the linchpin of a collective bargaining system. But there is a vital need for conciliation and arbitration to complete any framework for the furtherance of effective industrial relations, and it is this need that will determine a good part of the new edifice of labour law now being constructed in Britain.

## The Basic Thrusts of the New Legislation

The various proposals that Prime Minister Harold Wilson, the Employment Minister, Michael Foot, and their col-

leagues have made during the course of the summer, (reflecting the priority given to the "reconstruction" of labour law) seek to extend the rights of workers. This is to be done in part by restoring former privileges and immunities and in part by providing organized labour with new facilities and services.

## The Trade Union and Labour Relations Bill

The first measure in the scheme to remodel the legal framework provided for the repeal of the 1971 Act and for the abolition of the National Industrial Relations Court and the Registry of Trade Unions.

The 1971 Act had two central features. One was the concept of an "unfair industrial practice" and the other was the division of unions into registered and unregistered ones.

Only by registering could a union enjoy privileges won by the trade union movement early in this century, including the right to call a strike in breach of a collective agreement. For unregistered unions this was regarded under the Act as an unfair industrial practice, a situation not dissimilar to the calling of a strike by a certified public service bargaining agent during the term of a collective agreement.

Furthermore, under the Act, only members of registered unions were protected against dismissal for belonging to or taking part in union activities.

The Bill removed the unfair industrial relations practice concept and the division into registered and unregistered unions.

In doing so the earlier privileges and immunities were once again available to all independent trade unions. In some instances, they were even extended by the Bill. Thus, not only was protection against dismissal enshrined, so was the concept of the "closed shop". That is, the unions would have the right to insist on union membership of all employees, except where there is genuine conscientious objection, in any place of work. An Opposition amendment resulted in the final form of this particular clause giving a worker the right to "another appropriate independent union," other than the one representing everyone else, though he was still required to belong to a union.

It can be seen that the concept of an "agency shop," which, through the Rand system, characterizes the relations of employees in the Public Service of Canada to their bargaining agents, does not enjoy very much support in Britain.

The Public Service Staff Relations Act does provide the framework for the determination of legally binding collective agreements. The new Bill in Britain completely reversed the position of the 1971 Act, whereby collective agreements between unions and employers were legally enforceable, through the National Industrial Relations Court, unless the parties specifically agreed otherwise. Further clauses in the Bill also restored the pre-1971 position in respect of immunities under the law.

Persons or organizations will be protected against any action for civil conspiracy, for non-violent picketing other than at someone's home (an Englishman's castle), and for acts of inducement that lead to breaches of contracts. Before 1971, this was limited to employment contracts, collective agreements, but the original Bill extended this immunity to all types of contract. Thus a company engaged in an industrial dispute would not be able to take action against a union that decided to help the striking union by boycotting the delivery of supplies to the company.

The House of Lords introduced an amendment to the Bill to prevent this extension of immunity, and the amendment was later passed by the Commons, an occasion used by Michael Foot to express his fear that the Opposition was putting into the Bill clauses of such obscurity that there would be great difficulties in the courts.

However, it was still clear that, given the removal of legal enforceability and the re-institution of legal protections and immunities in the Bill, there could be no room for the Na-

tional Industrial Relations Court, nor for the 1971 Registry of Trade Unions. Both were abolished at the final sitting of Parliament before it recessed on the last day of July, and the Prime Minister announced to Labour MPs that the Court had been "swept into the lumber room of history."

With the diluted Trade Union and Labour Relations Act now in place, the Government may await the results of a widely expected fall election before proceeding with the second stage, an Employment Protection Bill, which would give legislative sanction to an independent Conciliation and Arbitration Service.

## Proposals for a CAS

The Labour Party had proposed that the CAS be armed with the existing powers of the Commission on Industrial Relations. This body, set up in 1969 by the previous Labour Government in its partial implementation of the Donovan Report on trade unions and industrial relations in Britain, has the power to summon witnesses and documents at its hearings. The hearings can be directed at particular problems or can be part of long-range studies.

Although the Commission had never been well received by the TUC, the proposal to abolish it was not as popular as those it accompanied. At the second reading of the Trade Union and Labour Relations Bill, the small but politically important Liberal Party made it plain that, although the bulk of the repeal legislation could be supported, the party would wish to see the CIR retained. The Liberal members felt that the Commission had been wrongly tarred with the brush of the National Industrial Relations Court. Their view was that the Commission, which has as its duties the preparation of reports on matters affecting industrial relations, could be retained alongside the eagerly awaited Conciliation and Arbitration Service. This, argued the Liberals, should undertake the everyday tasks that its title implies, with the Commission continuing its complementary work on such topics as training in industrial relations and collective bargaining, the manner in which unions and employers organize for collective bargaining, and the provision of employer information to union negotiators.

Perhaps in response to the Liberal desire not to see the work of the CIR wasted, Mr. Foot released the details of the new CAS in a consultative document to be examined and discussed by all interested bodies.

How the Labour Party copes with a growing determination of Opposition MPs to challenge Labour proposals will be critical not only to the structural arrangements for British industrial relations but, as the future of the Government could well be at stake, to the whole character, legalistic or pragmatic, of industrial relations in that country.



The Government intends the necessary legislation for the CAS to be provided by an Employment Protection Bill. The CAS will be created, however, in advance of the legislation needed to make it a statutory body.

The TUC has pressed hard for the early establishment of the CAS, and we must ask, "What is it about the proposed Conciliation and Arbitration Service that makes it so important to these trade unions?" Len Murray has expressed the view that it is a priority for improving negotiating arrangements, so that disputes could be settled speedily and without lost production.

The consultative document makes the point that "the service would be expected to act quickly, whether nationally or locally, to seek to avoid or end disputes. But it alone would decide what action it thought appropriate to take — and the tactical timing."

The service will be "independent of ministerial control," though the Employment Secretary will have the power to refer to it for advice and to call for reports on major issues. It will be run by a chairman, and a council of nine members appointed by the minister. Three will be nominated by the TUC, three by the Confederation of British Industry, and three will be industrial relations experts.

This council will have at hand professional full-time staff, who will undertake the conciliation. Arbitration will be provided, as under the Public Service Staff Relations Act, by members of a panel of people with experience in industrial relations.

Unlike the Canadian public service system, arbitral awards will not be binding. The parties will be asked to agree in advance to accept the award, but it is not suggested in the consultative paper that this be a precondition of the service.

The paper does propose, however, that the function of the CIR to improve and extend voluntary collective bargaining be adopted by the CAS, and the new chairman has said that he will use "inquiry, discussion and persuasion" to achieve these goals.

The Employment Secretary, Mr. Foot, introduced the detailed proposals for the CAS at a miners union conference with the words, "What we are trying to establish is a system of industrial relations based on persuasion, argument, and consent. It is not an easy task, but it is much better than trying to do it by force or legal restriction, because they do not work." He added that "we must set the whole course of industrial relations on a quite different road from that on which they were travelling when the Tory Government was in power..."

## What Does the Future Hold?

It is clear that the Trade Union and Labour Relations Act has effectively removed the elements of force and legal restriction. It is at least arguable that the Conciliation and Arbitration Service will enhance the elements of persuasion, argument and consent, and there is no doubt about it: the Labour government's approach resets the whole framework of industrial relations in Britain.

However, a framework is only effective to the extent that it reflects realities and determines behaviour patterns of individuals and institutions. The Confederation of British Industry, the main organization of employers, put the matter this way: Although the Industrial Relations Act certainly required amendment, it was not unbalanced. Labour proposals will create a disbalance of responsibility, privilege and immunity, which is a self-defeating process doing nothing for the stability of industrial relations in the future. The CBI has professed, during the public debate on the Trade Union and Labour Relations Bill, that it has long been committed to a framework of law that gave to each side of industry relative equality in the collective bargaining process.

Just how effective the Labour framework will be is difficult to predict. Its essence is to be found in the ways in which free collective bargaining is aided by the Conciliation and Arbitration Service.

In 1971, addressing a joint AFL-CIO/CLC conference on collective bargaining, the Chairman of the Public Service Staff Relations Board, Jacob Finkelman, said that "It is a commonly accepted article of faith among trade unionists that collective bargaining and arbitration of interest disputes are incompatible; that, once the parties know beforehand that issues in dispute can be resolved by a binding decision made by a third party, the incentive to bargain in good faith and make every reasonable effort to make a collective agreement is destroyed."

Mr Finkelman obviously did not share this faith, or lack of it, and he saw no evidence that the Canadian public service system of binding arbitration was resulting in the parties treating arbitration as a tranquilizer enabling them to avoid the pains and burdens of life. How much less should this be true under Labour's non-binding system of arbitration?

The framework is being reset, and there is thus the opportunity for the whole course of industrial relations in Britain to be set on a new road. It is often said in Britain that where there is a will there is a way. It could be equally valuable to note that where there is no will, there is no way.

During this summer, the Labour Government has, in effect, been putting to the test the will of employers and trade

unions, not to mention its own faith in the superiority of the pragmatic, non-legal approach to industrial relations. It is quite likely that a fall general election will witness the various approaches to industrial relations elevated to major campaign issues.

It is also likely that whatever the fate of the Labour Government, the new CAS will remain in operation. The question is whether it will be embedded in a pragmatic or legalistic approach to a very troubled area.

(Mr. Harker is Executive Director of The Professional Association of Foreign Service Officers)

# COLA CLAUSES — ANTIDOTE TO INFLATION?

by JEAN POULIN

Indexing — the word has entered the industrial relations limelight since the cost of living began dangerously escalating. It describes a system whereby salary increases are tagged to rises in the Consumer Price Index.

For those who benefit from it, this cost of living bonus seems to be the antidote to inflation, the miraculous remedy that promises to stabilize prices overnight. Nothing could be further from the truth.

It would be more precise to say that for those who benefit from it, indexing is an analgesic, not a remedy: it is the aspirin tablet that prevents us from feeling the pain but doesn't attack the disease itself. Moreover, the dosage is insufficient and is administered too late. Indexing, as it is currently being developed in Canada, corrects — and only in part — accelerated price increases that started to climb about 18 months ago. Not only has the Consumer Price Index risen about 15 per cent during that period, but cost of living adjustments so far haven't been sufficient to cancel out the effects of inflation on the actual purchasing power of most people.

According to a study undertaken by the Economics and Research Branch of the federal Department of Labour, salary increases that have been tagged to the cost of living average 5 per cent. It also seems that in the minds of the employers who grant it, this bonus is valid for only one year. Neither the business community nor the State has committed itself for any longer term.

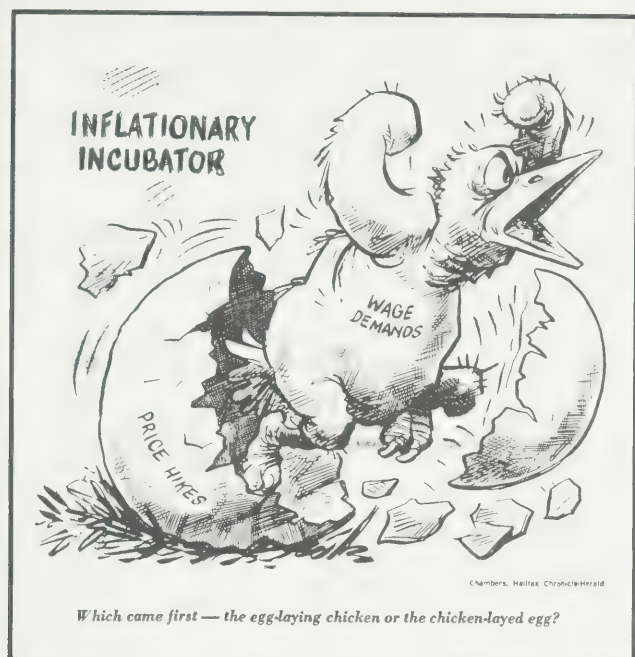
With a few exceptions, such as in the case of the federal old age pension, which is more directly connected with price fluctuations, the term "indexing" seems to have been misused. In fact, from a purely economic standpoint, it is in most cases a special and contractual salary increase, since it is not granted to reward the improved performance or competence of the employee, but to compensate for some sort of injustice. Furthermore, this injustice called inflation often results from the action of the employer himself, who decides to increase the price of his products — indexing them to the cost of living. Indexing is not a means of fighting inflation; on the contrary, it contributes to rising costs.

It is obvious that a salary increase, if it does not correspond to an increase in production, brings about inflation. The paycheck represents in fact a receipt for a job done.

If suddenly two receipts are given for the same work instead of one, its economic value is diminished by half.

Persons who from an economic standpoint suffer the most from the increase in the cost of living are those on fixed incomes. The lot of this category of citizens is even worse than that of the salaried employee. The federal Government acknowledged its responsibility to intervene in favour of such particularly disadvantaged groups, because they are powerless to defend themselves against inflation: the pensioners provide the most striking example.





Take, for example, the case of a person whose life savings of \$12,000 are invested in bonds bearing interest at 9 per cent per annum. At the end of one year his nominal capital has remained unchanged, and he has added to it \$1,080 in interest.

If the cost of living has risen by 12 per cent during that year, his new nest egg of \$13,080 has now only a purchasing power equivalent to \$11,500 in terms of the previous year's dollar: a loss of \$500, instead of an expected income.

On the other hand, take the case of a skilled worker who earns \$12,000 per annum and examine his situation with regard to the same inflation of 12 per cent between January 1 and December 31. At the end of January, he receives his annual pay of \$1,000, out of which inflation takes its share of 1 per cent, creating a loss of \$10 in his purchasing power. His second monthly pay, at the end of February, has suffered an inflation shrinkage of 2 per cent, or \$20.

Pursuing this line of reasoning, at the end of March he will lose \$30, at the end of April \$40, and so on, so that by the end of December, he experiences a \$120 loss in the purchasing power of his \$1,000 paycheck.

Over the 12 months his real income has diminished by a total of \$780, which represents 6.5 per cent, not 12 per cent, of the \$12,000 earnings. These figures are, of course, based on the assumption that the worker in question has spent his entire pay from one month to the other. If he had saved any money, he would have found himself in the

same situation as the pensioner mentioned in the previous example.

All this leads to the first disastrous conclusion: it is to a person's advantage to spend his money gradually, as he receives it — a person who saves his money is penalized.

As inflation is fed mostly by an increase in expenses, we find ourselves in a vicious circle: inflation creates inflation.

For an employee whose salary is "indexed", a 5 per cent increase makes it possible to erase the effects of more than 80 per cent of inflation, provided this indexing is readjusted after each 12-month period.

In the light of the foregoing, it is easy to understand why workers have come to realize that, as far as they are concerned, indexing is an effective readjustment measure. Consequently, they are tending more and more to vigorously demand it from their employers.

The trouble is that the indexing system currently used has several serious flaws.

First of all, it is usually late: the cost of living increase in 1973 has been serving as a basis for the adjustments made in 1974, which means that the consumer bore the entire burden of 1973 inflation. A full indexing would be to pay a single bonus on January 1974 that would eliminate the effects of the price increases of 1973. Then corresponding price and income increases could be established on a permanent basis.

The second flaw in the system is that it is to the disadvantage of people on low incomes (salaried employees or pensioners), as well as large families.

Although the CPI is often identified with the cost of living, this index simply refers to the financial picture of an "average" Canadian family. Since this average-sized family experienced a 9.1 per cent rise in the cost of goods and services between December 1972 and December 1973, the percentage served as a basis for the cost of living bonuses given in 1974. And yet, at the same time, food products, which form an important part of the total index, have climbed by 18.2 per cent, twice as much as the overall index.

But food represents a much higher share of the income of people with low salaries, pensioners, or large families: in other words, for these Canadians, the Consumer Price Index bears little relationship to the cost of living index.

By indexing old age pensions, the federal Government seems to have gone further than most employers, but it has not applied this formula in other fields. For instance, as far as taxation is concerned, indexing is only partial: not only was the basic exemption increased by just 6.6 per

cent (from \$1,600 to \$1,706), but also, such an across-the-board increase discriminates against the poor. Moreover, the other levels of government, the provinces and municipalities, have not joined the movement.

Finally, from a strictly economic standpoint, indexing has more disadvantages than advantages. Widespread indexing could damage the national economic structures, the total mass of capital funds that make up the assets of the country.

The problem arises with regard to all accumulated savings whose annual interest yield is often lower than current price increases. Not only does saving money lose its purpose, but capital itself depreciates. It is dangerous for a nation when workers are no longer encouraged to save. The sums saved every year feed the banks and they, in turn, are able to lend funds for industrial and commercial investments. In the long run, interest rates will become too high because of the lack of capital, and Canada will consequently have to depend even more than now on foreign investment.

Moreover, spending all of one's income feeds inflation by increasing demand when supply cannot grow because of the shortage of capital.

Another area that is important to a country like Canada, with so many interests abroad, is the soundness of our currency in relation to the currencies of our trading partners. Indeed, one must not forget that devaluation is none other than the indexing of a currency to other currencies. A typical example of this is the case of the Brazilian cruzeiro, which is the currency of a country with the reputation of having entirely indexed its internal economy: it has been devalued four times since the beginning of the year.

Indexing may be beneficial, however, when inflation reaches the level at which real income diminishes. Supposing that inflation reaches 12 per cent this year and that salary increases average 9 per cent, consumer expenditure will increase by 9 per cent in terms of 1974 dollars, but the real value of this expenditure will decrease by 12 per cent in terms of 1973 dollars.

This situation would then bring about a decline in production, and the gross national product would be smaller than that of the preceding year: there would be a recession. Meanwhile, Canada's labour market must absorb more than 300,000 young people annually.

According to the principle of total indexing applied in Brazil, the same result is theoretically obtained as that used by economists — "constant dollars" (in general, 1961 dollars) that are devalued each year on the basis of the inflation rate in relation to 1961. With total indexing, if there is a 20 per cent inflation rate, salary increases are 25 per cent to provide a 5 per cent real increase. Similarly, a bond that

yields 5 per cent interest will yield 25 per cent. This compels the State to establish by decree the level of salary increases, of interest rates, of pensions, etc. The result is an entirely controlled economy that, among other things, abolishes the role of unions. This also explains why strikes and labour movements are multiplying in Brazil.

Its main disadvantage lies in trade with foreign countries, as imported products are not subjected to internal indexing. This explains why the cruzeiro is so often devalued.

Everything takes place as if the State were adding a zero to the value of each bank note, by multiplying prices and salaries by ten. And this can be a dangerous adventure, for as beneficial in the short term as a freeze of prices and wages may be, its application on a permanent basis would be difficult.

The moral lesson to be drawn from the development of indexing is that the authorities, by accepting the future existence of inflation, have capitulated before a problem that could lead to chaos in international trade and widespread mistrust of currencies.

(Jean Poulin is a business writer at *La Presse*, a Montreal daily newspaper. The foregoing was condensed from an article that appeared in the August number of *La Gazette du Travail*.)

# OECD OUTLOOK — WAGES CATCHING UP

The Organization for Economic Co-operation and Development (OECD) expects wages in Canada to start catching up with inflation this year, "a tendency confirmed by recent wage settlements". But the rise in employment may slow down.

In its semi-annual economic outlook published in July, the 24-member organization predicts also that Canada's economic growth "is likely to remain relatively strong, perhaps slowing down somewhat during the present year, but regaining a rate close to potential in the first half of 1975."

In its review of the past year, the report notes that: "unlike the United States, Canada's economy continued to grow rapidly over the past 12 months, with buoyant business investment and consumer demand. The world commodity boom and the energy crisis served on balance to stimulate activity," because Canada had commodities and energy to sell to the world. Although moderating somewhat during the remainder of this year, the growth of output is likely to remain strong over the forecast period.

"The rise in prices has accelerated over the past year," the OECD reports, "mainly reflecting sharp increases in food and energy prices. Farm product prices are expected to decline after midyear and energy prices should level off, but the resulting stabilizing influence on the general price level might be partly offset by higher wage costs."

The expansion of real private consumption may remain moderate for the remainder of 1974, but could accelerate somewhat in the first half of next year. This trend would reflect a stronger advance in real earnings, partly because of an expected deceleration in the inflation rate. "Business fixed investment should continue to grow at a fairly high rate."

Because of "the recent sharp rise in mortgage rates, some decline in housing starts is likely, entailing a marked slowdown in the rate of growth of residential construction."

Fiscal policy has moved towards a neutral stance, the OECD observes. This means that no significant change is expected in last year's federal government strategy to deal with inflation — stimulating supply, holding down prices in particular areas, and easing the tax burden on those most adversely affected by inflation.

"The costs of inflation relief measures are expected to be financed by raising more revenue from certain other sectors of the economy, notably petroleum and mining companies, financial institutions and other non-manufacturing corporations."

"In line with official statements," the OECD forecast assumes that "monetary policy, although tighter than earlier,



will not represent a major constraint on output and employment." Demand is expected to grow more strongly in Canada than abroad, causing imports to outpace exports to weak foreign markets. "Real exports may increase only moderately up to mid-1975" while imports "rise rather steadily through 1974 and accelerate in the first half of 1975 if the economy returns to capacity growth."

Covering six other industrialized countries, the OECD report paints a gloomy picture of the world economic situation. It predicts that inflation in the world's major non-communist countries will remain very high for at least another year. Consumer prices in Canada, U.S., Japan, West Germany, Britain, France and Italy rose at an average annual rate of just under 15 per cent in the first half of this year.

The survey expects the average rise in consumer prices to fall to about 10 per cent by mid-1975, but in some countries, notably Japan, France, Italy and Britain, the inflation rate is likely to remain well above 10 per cent into the second half of next year.

Although some reduction in inflation can be expected in 1975, the OECD notes "there is a danger, however, that high rates of inflation will be kept going by a wage-price spiral, as different groups within the community struggle to offset the large changes in relative prices that have occurred and to maintain their real incomes."

Growth prospects for the OECD group are uncertain, according to the report, and unemployment is likely to rise. In the seven countries surveyed, real GNP fell by 1.5 per cent in the first half of this year. In Japan, however, it slumped by 6.5 per cent and in Britain by 6 per cent. A moderate recovery of 3 to 3.5 per cent is forecast for the next 12 months.

G.S.

# OPERATION FIGHT-BACK

by TED WEINSTEIN

Operation Fight-Back: the name conjures up visions of a major World War II military offensive trying to change the tide of battle. It is an offensive in a sense, but it's a public relations battle being waged by the Canadian Labour Congress in co-operation with its affiliates. It's not an endeavour to transform union personnel into Madison Avenue public relations sharpies. Operation Fight-Back is a genuine attempt to improve labour's public image by keeping the public, the media, and labour's own members informed on union events and developments.

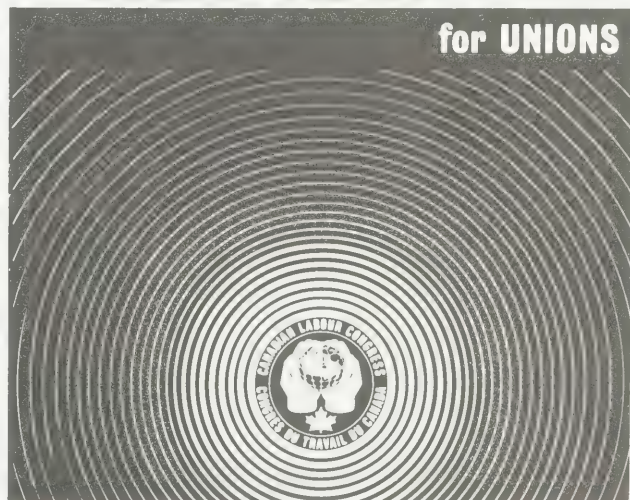
The program was launched earlier this year by the CLC because, as Joe Morris, then the chairman of the body's Public Relations Advisory Committee, put it, "labour's positive achievements are too often ignored or reported in a biased manner in the news media. But complaining alone will not help us portray accurately labour's goals, achievements and policies. The fact is that organized labour is doing much too little to tell the public about itself — and the public includes our own members."

The result was Operation Fight-Back. Through a four-point program, it will try to change labour's image by urging local unions, councils, and federations affiliated with the CLC to: (1) appoint public relations personnel or committees that will provide information to union members and the community at large; (2) plan the publication of local newsletters; (3) obtain from the CLC two manuals dealing with public relations and starting a newsletter; and (4) register all public relations personnel and officers in special CLC-sponsored workshop seminars to be held across Canada.

Charles Bauer became the CLC's Public Relations Director on September 1. A man with considerable public relations experience, he said in a recent interview that labour has only become concerned about its image during the last few years.

"It was only about five years ago that workers began to care about what the public thought of them. Before that,

## PUBLIC RELATIONS for UNIONS





when public relations was mentioned in labour seminars or union meetings, the attitude was that labour knew what it was doing, or that public relations was necessary for companies but not for them. Now, labour is more aware of its image and it wants to know how to deal with the media and the public."

Labour's public image is a negative one, Bauer observed; most news stories are concerned with strikes and work stoppages. There is little publicity for labour's positive achievements, such as its efforts in improving working conditions, its pressure for social legislation, and its work to improve the quality of life. The reflection of labour as a negative force is, to a great extent, unintentional, he noted, because of problems peculiar to the media. The very nature of news — the different, shocking, sensational aspects of life — dictates that stories containing these features be played up. And in labour, it is the conflict, the strikes, the large contract settlements that make headlines.

But, contended Bauer, the Canadian media could do a better job of labour reporting. Few schools of journalism or communications offer courses on the complete subject of industrial relations. Too often, media components do not have specific labour reporters, or they alternate reporters among several beats. The Canadian Broadcasting Corporation does not even have a labour reporter; a fact that — considering the CBC is a Crown Corporation — surprises the CLC. "We have mentioned the lack of a CBC labour reporter to CBC management on several occasions," he noted. "It has reporters for livestock, farming, the stock market, but not for labour. According to the network, their structure does not allow for a labour reporter."

Exacerbating this problem is the dearth of public relations personnel in most union locals. When reporters telephone some unions or locals for information, there is frequently no one in a position to talk to them, no one authorized to release information. So the reporters report what they can;

many times this is management's story as put forward by its public relations department.

To help union public relations personnel, the CLC has written a manual, *Public Relations for Unions*, which outlines the rudiments of dealing with the media and the community. "A great deal of good public relations is little more than plain common sense," advises the manual. "Getting public understanding can mean the difference between success and failure in many areas of union activity... Companies are keenly aware of this and allocate increasingly large amounts of money to win public understanding and support." The manual discusses community relations, how to write news releases, hold news conferences, and how to treat reporters: "Be open in your approach to reporters... Don't high-hat them. Remember, they are just working men and women like we are; often they are union members like ourselves. They have a job to do and they need your help to do it. If they can't get answers from you, they'll get them where they can. And this may be from people who are not favourable to the union."

Members of the media had mixed reactions to Operation Fight-Back when they were contacted for their opinions. Taylor Parnaby, News Director of Toronto radio station CKEY, said his news reporters do not cover specific beats, but all of them are capable of handling stories in any field. His station's news stories were in his view "balanced, objective, unbiased — we call news as we see it."

A newsman's difficulty in covering any beat is his sources' unfamiliarity with the media, he observed. Some organizations think the media can be coaxed or induced to a certain point of view. He agreed that not all unions or locals have public relations personnel, so contacts cannot be developed. Some organizations — labour or otherwise — have spokesmen who speak for their own or other vested interests, whereas others give news and facts straight, Parnaby declared. He said he would welcome more frankness based on cold, hard facts.

At Montreal radio station CFCF, News Director George Ferguson was of the opinion that union's image is negative, but that this is its own doing. "If I were given two news releases, one from union and one from management, I would be more inclined to believe the management side before I would believe the union side. Union charges, assertions, releases, seem to carry an edge of embellishment. Unions are always negative. There's always something wrong." In 10 years as a Toronto and Montreal news reporter he said he had found that, in lengthy strikes affecting the public, unions sometimes react by saying the media has taken an unfair crack at them, or the story was not as objective as it could have been. But he noted that when reporters try to obtain reactions from both sides in a dispute, it is usually more difficult to get a statement from management than from the union. "Management either doesn't want to go on the record, or they want as little



publicity as possible. In Toronto, one of the companies I've had the most difficulty with is Air Canada; getting a statement out of them is like pulling teeth, because they never want to admit there is anything wrong."

Burns Stewart, News Director of CBOT, Ottawa's CBC television outlet, disagreed that labour has a less than favourable image and suggested that the CLC is perhaps overly sensitive about this. He is aware of the CLC distress at the network's lack of labour reporters; although he would like to see labour reporters on the CBC, he stated he is not in a position to hire one because it is a decision made by CBC management.

Stewart concurred that, to a degree, labour knowledge about dealing with the media is lacking, but his staff is not experiencing any problems. In his opinion, "it is usually easier in a dispute to get a labour spokesman to say something than it is to get a management statement. The CLC public relations program won't hurt labour, nor would it harm management spokesmen."

George Dobie of the Vancouver Sun has more than 20 years experience as a newspaperman, and has reported on labour for the West Coast daily since 1968. He said the CLC program is necessary "if labour wants to find a better continuity and procedure for dealing with the press, to improve its timing, which is important in our business. But if it will pour out propaganda, I'd say no, because we wouldn't let it go through from either side. Unions don't need public relations personnel as much as they need a knowledge of newspaper deadlines, and to have someone available to talk to us. Does it take public relations to do that?"

Labour's image depends on the individual, observed Dobie, because "some people have a built-in opposition to unions and they'll never change. Others favour unions. If you took a poll out here on labour's image, you would probably end up half for and half against unions. I'm tired of listening to labour blaming the media for their problems."

Dobie stated that he did not have any complaints in dealing with labour personnel, but the difficulty is getting to speak to them when they're not busy or not in bed after an all-night bargaining session. He deals with union chief negotiators on his beat, but when contacting management, he speaks to public relations personnel because the management negotiators are not as available.

"We do run into situations where we phone a union hall and no one will make a statement. There are times when the unions don't want to say anything, so they'll avoid you, and there are times when they want you and they won't avoid you."



# LABOUR LEGISLATION IN 1973

## PART 6A: GENERAL INDUSTRIAL RELATIONS

by CAL McKERRAL

During 1973, three jurisdictions passed new general industrial relations acts. The new Alberta Labour Act received third reading in May, 1973, and was proclaimed effective in October. Highlights of the new Act are additional powers given to the Board of Industrial Relations, and provisions regarding "spin-off" companies. Unfair practices provisions were also increased. Penalties were substantially increased, and time limits were extended in such areas as appointments to boards, applications, and procedural matters.

The Alberta accreditation (registration) scheme for employers' organizations in the construction industry was amended, and Prince Edward Island introduced an accreditation scheme for the construction industry as of March 16, 1973.

### B.C. Code

On November 7, 1973, British Columbia passed Bill 11 — The Labour Code of British Columbia. This Act repeals three former statutes — the Labour Relations Act, the Mediation Services Act and the Trade Union Act. Provisions of this Act increase the size, jurisdiction and power of the Labour Relations Board. The Board now has the authority, for example, to freeze wages and working conditions where a first certification vote is being taken.

In addition to normal unfair labour practice prohibitions, a religious conscience clause was introduced. Where a collective agreement requires union membership, the Board

may exempt an employee from membership in a trade union if it is contrary to his religious beliefs. The employee must make a written assignment of wages to the union equivalent to the normal union dues.

Collective bargaining procedures were revamped to include appointment of a mediation officer and allow the Board to conclude a first agreement. In addition, a resident must be the representative of an extraprovincial company when a collective agreement is being negotiated and concluded. Every collective agreement made after the Act comes into force must include provisions for dealing with technological change. The definition of technological change is similar to the federal definition. The Act also introduces a labour ombudsman and special officer and retains the Industrial Inquiries Commission.

### Coverage

Coverage of the British Columbia Act is extended to policemen, firefighters, hospital workers and dependent contractors. Dependent contractors are defined as individuals who, by the performance of work or services, are in a position of economic dependency more closely resembling an employer-employee relationship rather than that of an independent contractor. As previously, persons employed in managerial or confidential capacities, teachers, domestics, farm workers, hunters, trappers and those professions governed by specific acts such as architects, dentists, engineers, etc., are specifically excluded from the Act.



Also as before, the Alberta Labour Act excludes domestic employees in a private dwelling, farm labourers except those in a commercial undertaking, and municipal policemen appointed under the Police Act. In addition, the Act does not apply to the Crown in right of Alberta or to employers as defined and listed in the Crown Agencies Employee Relations Act, but it does apply to all other agents of the Crown in right of Alberta.

## Boards

Changes were made in the composition or powers of the labour relations boards in Alberta and British Columbia, and Saskatchewan established an Education Relations Board, which is described below under "Special Groups".

To expedite its work, the Alberta Board of Industrial Relations was expanded to an unrestricted membership and authorized to sit in two or more divisions. Board members' term of office was set at a maximum of seven years. However, the chairman and vice-chairman hold office for an indefinite term. The Board is empowered to make or issue whatever orders, decisions, permits, approvals, notices, directives, declarations, or certificates it considers necessary; to receive and investigate complaints; and to make such rules of procedure for the conduct of its business as it deems necessary. Previously, rules of procedure were specifically set out under the former Act.

The British Columbia Labour Relations Board is composed of one chairman, one or more vice-chairmen and an equal number of representatives from the employer and employee sectors. Although the headquarters of the Board is in Van-

couver, the Board can meet wherever the chairman wishes.

The general objectives of the Board are to maintain industrial peace and to promote conditions favourable to the settlement of disputes; to achieve this goal, it may formulate general policies for the guidance of the public. The new Act now empowers the Board to decide whether: (1) an employer is included or excluded from an accreditation; (2) a person is a dependent contractor; (3) a person is engaged in police duties; (4) an organization of trade unions is a council of trade unions; (5) a person is a professional strike breaker; or (6) a trade-union or employer organization is fulfilling its duty of fair representation.

To facilitate the Board's investigations, it was given the following powers: summoning and enforcing the attendance of witnesses, administering oaths, examining constitutions of trade-unions & employers' associations, examining any land, ship, vessel, vehicle, aircraft, factory or workshop, and amending its own proceedings. All decisions of the Board must be made available for publication.

The Board has exclusive jurisdiction over regulations dealing with strikes, lockouts or picketing. No court can hear an appeal relating to a Board decision, nor are the courts able to issue injunctions restraining people from striking, locking out or picketing. These powers rest with the Board. Exceptions could be made where a court is of the opinion that failure to issue an order would constitute an immediate and serious danger to life or health. But no court can enjoin, relating to a labour dispute, upon an *ex parte* application. The Board has exclusive jurisdiction to decide the extent of its jurisdiction under the sections of the Act that outline its powers, and has the exclusive right to determine any question of fact or of law necessary to establish that jurisdiction.

## Unfair Labour Practices

Alberta adopted a number of new unfair labour practices, which are generally similar to the legislation of many of the provinces and Part V of the Canada Labour Code. Employers are now prohibited from discriminating against a person for trade union membership or for the exercise of other rights guaranteed by the Act. For the first time, the Act applies the latter prohibition to trade unions in their dealings with present or prospective members.

Under the new Act, an employer cannot discriminate in employment against, and a trade union cannot require an employer to terminate the employment of, any person because he has been expelled or suspended from union membership for any reason other than failure to pay uniformly required dues and assessments. The Act also provides that an employer cannot bargain collectively with a trade union where another union is the bargaining agent.



Similarly, a trade union cannot compel an employer to bargain if the union is not the bargaining agent for his employees or if another union has acquired bargaining rights.

An employer may not suspend, discharge, penalize or otherwise discipline an employee because that employee refused to perform all or some of the duties of another employee who is participating in a legal strike. Similarly, a trade union may not suspend, expel or discipline a member by a discriminatory application of the rules or because that member refused to perform an activity contrary to the Act.

A union member may not make a complaint to the Board against his union regarding certain unfair practices until he has presented a grievance or appeal to the union in accordance with a procedure established by the union and to which he has been given ready access. However, the member will be able to make a complaint to the Board where the trade union has dealt with the grievance or appeal in a manner unsatisfactory to the complainant or has not dealt with it in six months.

The Board will retain on over-riding discretion to hear the complaint where a grievance or appeal to the union has not been presented, and where the Board is satisfied that the matter should be dealt with without delay or the trade union has not given the complainant ready access to the grievance or appeal procedure.

On receipt of a complaint, the Board may assist the parties to settle the complaint and, where it does not do so or the complaint is not settled, it must hear and determine the matter. It may refuse to hear a complaint where the matter could be referred to an arbitrator or arbitration board under a collective agreement.

The powers of the Board to deal with unfair labour practice complaints have been increased and clarified. In settling a complaint, the Board may specifically order an employer or trade union to rescind any disciplinary action taken against, and pay compensation to, an employee or person affected by the matter complained of. In addition, the Board may order a trade union to reinstate or admit a person to membership, if that is the subject of the complaint.

In addition to the former provisions, British Columbia's Act forbids employers to suspend, transfer, lay off, or otherwise discipline an employee for union membership or activities. The Act also specifically forbids employers to make use of "professional strike breakers" — i.e., a person who is not a party involved in a dispute whose primary object in the opinion of the Board is to prevent, interfere with, or break up a lawful strike. If employees reside on the property of the employer, a duly authorized representative of a trade union may, under the direction of the Board, enter the property for the purpose of attempting to persuade employees to join a trade union.

Any collective agreement that is signed outside the province is invalid unless and until one of the parties notifies the Board and the other party of its acceptance and the Board declares that the agreement is valid.

A trade union, a council of trade unions or an employers' organization must give representation in a manner that is not arbitrary or discriminatory. If after receiving a written complaint, and after investigation it is established that an act of unfair labour practice has been committed, the Board may order the offender to cease the unfair practice. In addition, an employer may be ordered to rectify, reinstate and pay compensation to an employee.

On an inquiry by the Board into a complaint against the employer, the burden of proof rests with the employee that he did not contravene the Act. Where an employer has been found, after inquiry, guilty of performing unfair labour practices, the Board may now include in its order a 30-day freeze period (which can be extended to 60 days) directing the employer not to alter wages, terms or conditions of employment of those employees affected by the order.

## Bargaining Rights

In British Columbia, where no collective agreement is in force, a trade union can apply for certification if it has at least 35 per cent of the employees in a unit as members in good standing. If a previous certification has been granted, and no agreement is in force, another union may apply six months after the date of the previous certification or on an earlier date with the consent of the Board. The Board must direct a representation vote if it finds that between 35 per cent and 50 per cent of the employees are members in good standing. However, if the Board is of the opinion that a representation vote would not disclose the true wishes of the employees, it may grant a certification upon condition that certain prerequisites are fulfilled for up to 14 months. Failure on the part of the union to meet these conditions results in a cancellation of the certification.

Where a collective agreement is in force, a union claiming to represent a majority of employees in the unit may apply to the Board during the seventh and eighth month that the agreement is in force. An application may be made at any time by a trade union, if it is not certified with respect to employees covered by the agreement.

Provisions are made for a union to apply for certification in a multi-employer unit if it has the consent of the majority of employees in that unit. In addition, the employees in the unit must be members in good standing in the applicant trade union. The Board must hold a hearing and give all concerned parties the opportunity to make submissions. A mandatory vote must be held and the result determined by total number of employees voting.

A trade union may request a representation vote before the Board has determined the appropriateness of a bargaining unit. The Board may then determine who may vote. If it is found that not less than 35 per cent of the employees in the unit were members in good standing of the union at the time of application, the Board may then direct that a representation vote be taken. The granting of certification is determined by a majority of those voting. If certification is not granted, at least 90 days must elapse before the union can reapply. Supervisory employees may be certified and in certain cases may be included in a bargaining unit of non-supervisory employees.

The Board may also vary a certification to include dependent contractors. A dependent contractor is defined as an individual, whether employed by a contract of employment or not, or whether furnishing his own tools, vehicles, equipment, machinery, material, or any other thing or not, who performs work or services for another person for compensation or reward on such terms and conditions that he is, in relation to that person, in a position of economic dependence upon, and under an obligation to perform duties for, that person more closely resembling the relationship of an employee than that of an independent contractor. A consent of the majority of dependent contractors is needed to be included in the bargaining unit.

The legislation directs the Board not to certify a trade union as a bargaining agent where the Board is satisfied that the trade union is employer dominated or if it discriminates against any person contrary to the British Columbia Human Rights Act.

In line with the current trend, the Act introduces provisions dealing with the sale, lease or transfer of a business. In such cases, any proceedings that began before the transfer continue as if no change has occurred; if a collective agreement is in force, that agreement continues to be binding. With all questions arising under successor rights and obligations, the Board is to determine what rights, privileges and duties have been acquired or retained.

The Board, on application of one or more trade unions or on its own motion, may certify a council of trade unions or vary a certification by substituting for a trade union or unions a council of trade unions as bargaining agent for the unit. No constituent union can withdraw from the council of trade unions until it obtains consent from the Board and follows certain procedures outlined in the Act. Accreditation provisions of this Act remain unchanged. However, new provisions stipulate that an employers' organization cannot refuse or terminate a membership unless, in the opinion of the Board, it is for a fair and reasonable cause. In addition, no unreasonable or discriminatory charges, dues, initiation fees or assessments may be levied against a member.

## Collective Bargaining Procedures

In British Columbia, where notice to begin collective bargaining has been given and no collective agreement is in force, the employer is forbidden to alter wages or conditions of work (unless for just cause) for four months after union certification or until a collective agreement is executed. Either party to a collective agreement may, at any time within four months of expiry date, notify the other party to commence bargaining. If no notice is given, then both parties shall be deemed to have given notice 60 days prior to the expiry date. Bargaining shall commence within 10 days after the date of notice.

Extra-provincial companies must appoint a resident of the province to bargain, conclude and sign an agreement on behalf of the company. If no appointment is made, the Minister may appoint a resident for the company.

During collective bargaining, either party may request the Minister in writing to appoint a mediation officer. The Minister may on his own initiative, where he feels that it will contribute to more harmonious industrial relations, appoint a mediator. The mediator must within 10 days of his initial meeting with the parties or within 20 days of his appointment, whichever is the lesser, make a report to the Minister of matters that the parties have or have not agreed upon.

In instances where a certified agent and employer are unable to conclude their first collective agreement, either party may request the Minister to direct the Labour Relations Board to conclude the agreement. If the Board settles the contract, the agreement is binding on both parties for a period of one year, unless they both agree in writing to vary any or all of the terms and conditions.

Firefighters, policemen and hospital workers have the right to strike. However, these employees may submit the dispute to voluntary arbitration which is binding on both parties.

In Alberta, conciliation proceedings remain basically the same, although time limits for appointments, settlements and producing of recommendations are extended. If the conciliation commissioner fails to settle a dispute, he can now make one of three proposals: that a conciliation board be appointed; that his own recommendations be referred to the parties to accept or reject; or that the parties decide whether to strike or lockout.

Recommendations of the commissioner or board can either be accepted or rejected by the bargaining agent or the employers' organization. Previously a formal vote by secret ballot was conducted. If the recommendations are rejected, the employers' organization or union can notify the Board of Industrial Relations that it wishes a strike or lockout vote supervised. The result of the vote is determined on



the basis of a majority of those persons who actually vote. Formerly the outcome of the vote was determined on the basis of those who were eligible to vote.

## Collective Agreement Arbitration

Mandatory binding arbitration is provided for differences arising out of a collective agreement in British Columbia. If the collective agreement is silent on this matter, the Act contains provisions for binding arbitration which apply automatically.

However, at any time prior to the appointment of an Arbitration Board, either party may request the Board in writing to appoint an officer to assist in settling the matter. The Board may appoint an officer or may itself inquire into the difference. After holding an inquiry the Board may make an order that is final and binding on the parties, or may refer the matter back to the parties, who then shall follow the provisions of the Act with regard to arbitration procedures.

The Arbitration Board must hear and determine the difference and issue an award in writing; this decision is final and binding upon the parties and upon any employee affected by it. This decision must not alter, amend or change the terms of the collective agreement, the exception being the substitution of such other penalty as seems just and reasonable to the Board for the discharge or discipline of an employee by an employer for cause if the collective agreement does not contain a specific penalty.

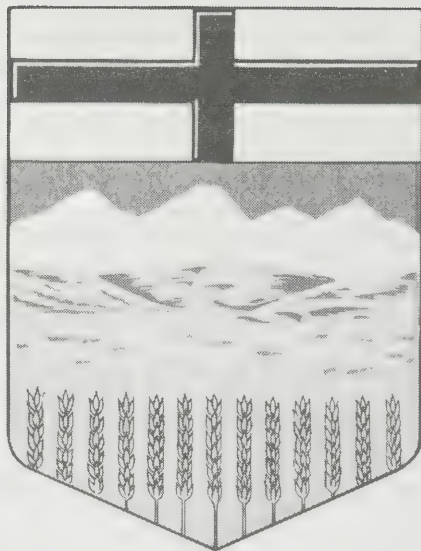
An Arbitration Board may request the Supreme Court to determine any question of law arising in the course of the proceedings.

The Court of Appeal may set aside a decision or stay the proceedings of an Arbitration Board if: the arbitrator misbehaved or was unable to fulfill his duties; there was an error of law affecting the jurisdiction of the arbitration board, or there was a procedural error resulting in denial of natural justice.

All decisions of Arbitration Boards shall be, within 10 days, filed with the Minister and available for public inspection.

If there is failure to comply with an Arbitration Board's or Labour Relations Board's award, it may be filed, after 14 days from the date of the award, with the registry of the Supreme Court. The award then becomes a judgement of the Court and enforceable as such.

The Alberta Labour Act provides for mandatory compulsory arbitration of differences arising out of a collective agreement. If the collective agreement is silent on the matter, then the Act contains procedures for binding arbitration that apply automatically.



The Arbitration Board must hear and determine the difference and issue an award in writing. The decision is final and binding upon the parties and upon any employee affected by it. This decision must not alter, amend or change the terms of the collective agreement, the exception being the substitution of such other penalty as seems just and reasonable to the board for the discharge or discipline of an employee by an employer for cause if the collective agreement does not contain a specific penalty.

No award or proceeding of an arbitrator, Arbitration Board or other body shall be questioned or reviewed in any court, and no order made or process entered in any court to question or otherwise restrain the proceedings of the Arbitration Board. The decision or proceeding of an Arbitration Board may be questioned or reviewed by way of an application for *certiorari* or *mandamus* if filed within 20 days of the issuance of the award.

Failure to comply with an Arbitration Board's award may be followed after 20 days from the date of award with a filing of the award with the Clerk of the Court. The award then becomes a judgement of that Court (in the judicial district where cause of proceedings arose).

## Voluntary Collective Arbitration Board

Alberta provides that the parties to a dispute may agree in writing to request the Minister to appoint a conciliation commissioner and that, if the commissioner fails to effect a settlement, the matter will be referred to a Collective Bargaining Arbitration Board whose decision will be binding. If the commissioner fails to effect a settlement, he shall report to the Minister on the matters still in dispute.



The Minister will then notify the parties to appoint, within 10 days, a person to act as a member of a Collective Bargaining Arbitration Board and these two persons shall appoint, within 5 days of the second appointment, a third person to act as chairman. If no chairman is appointed, the Minister must appoint a chairman on request of either party to the dispute.

The functions and procedural powers of the board are the same as those of a Conciliation Board. If there is no settlement within 20 days or an extended period of time, the board must make an award dealing with all matters in dispute. The award of a Collective Bargaining Arbitration Board is binding and must be included in the terms of a collective agreement.

## Strikes, Lockouts and Picketing

In British Columbia, as was the case under the Mediation Commission Act, if a settlement is not reached, employees may strike, provided that a strike vote has been taken and the employer has been given 72 hours' written notice. Where a mediation officer has been appointed, the trade union must have been advised by the Minister that the mediation officer has made his report to the Minister. Similar requirements are laid down with respect to lockouts. A notice of strike or lockout frees the other party from the obligation to give notice. As before, no strike or lockout is permitted during the life of a collective agreement.

Picketing is permitted at any employer's place of business that is legally struck or locked out. It is also allowed wherever the struck employer does anything forming part of the operation of his business, unless the operations are under a collective agreement and the Board prohibits the striking union from picketing. A union legally on strike against one employer may also picket another employer who, in the opinion of the Board, is an "ally" of the struck employer. An ally is defined as a person who, in combination or in concert, or in accordance with a common understanding with the employer, assists an employer in a lockout, or in resisting a lawful strike. And unless he proves otherwise, an ally of an employer is a person who performs work, supplies goods or furnishes services that would ordinarily be carried on by the struck employer.

In situations where two or more employers carry on a business or operation at a common site, the Board of its own initiative or upon an application may reasonably restrict or confine the picketing of the involved employer. Any contravention of these sections may result in an order from the Labour Board ordering the party to refrain from such action as well as to observe certain conditions.

A strike or lockout in Alberta cannot commence until 14 days after the date the Minister has informed the parties of the recommendations of the conciliation commissioner or

conciliation board. If the Minister accepts the commissioner's proposal that the parties decide whether to strike or lockout, the same time interval applies.

A vote must be taken of the members and, as previously, notice of not less than 2 working days must be given before the start of a strike or lockout.

Where a strike or lockout involves an employers' organization, the employers on whose behalf the organization bargains collectively must all be struck or must all lock out.

The union may make individual settlements with members of an unregistered employers' organization at any time after a strike or lockout begins. As before, in the case of a registered employers' organization, individual settlements may be made after a strike or lockout has been in effect for 60 days. Individual settlements made in contravention of the provisions are void and of no effect.

## Spin-off Provisions

Although the provisions of the former Alberta Labour Act regarding successor employers and trade unions have been retained, an important new section dealing with "spin-off" companies has been added. The Board of Industrial Relations may declare more than one corporation, partnership, person or other association or any combination of these as being one employer for the purposes of Part IV of the Act. This decision may be taken in cases where the Board judges that related activities or business are being carried on by more than one person, partnership, corporation, association, or combination of these, under common control.

An impetus to the adoption of this new provision was the problem of employers evading their duties under a registration by setting up new companies that would not be bound by the registration.

## Technological Change

Under the new Labour Code of British Columbia every collective agreement must contain provisions for arbitration, without stoppage of work, with regard to technological change. If no such provisions are present in the collective agreement, the Minister, after investigating the matter, may prescribe provisions binding on all persons subject to the agreement.

If the Arbitration Board decides that the employer has introduced or intends to introduce a technological change, the Board shall inform the Minister and make one or more of the following orders:

(1) that the change be made in accordance with the terms

of the collective agreement unless the change alters significantly the basis upon which the collective agreement was negotiated;

(2) that the employer not proceed with the technological change for such period, not exceeding 90 days as the Arbitration Board considers appropriate;

(3) that the employer reinstate any employee displaced by reason of the technological change;

(4) that the employer pay to that employee such compensation in respect of his displacement as the Arbitration Board considers reasonable;

(5) that the matter be referred to the Board.

If the matter is referred to the Board, the Board may recommend to the Minister that a special officer be appointed or may order the parties to commence bargaining for the purpose of revising the provisions of the agreement relating to technological change.

## Labour Ombudsman

A new feature of the Act is the appointment by the Lieutenant-Governor in Council of a "Labour Ombudsman". The ombudsman has the right to hear individual complaints related to Acts administered by the Minister of Labour. After investigating a complaint, the ombudsman shall make recommendations in writing to the party concerned.

If satisfactory action has not taken place in due time, the ombudsman can send a copy of his recommendations to the Minister and thereafter to the Legislative Assembly, or he may publish them in any manner that he considers advisable.

## Special Officer

A "Special Officer" may be appointed in British Columbia by the Minister whenever there is, or may be, a dispute. This officer confers with the parties and has authority to hold hearings. He may make recommendations or order that the dispute be submitted to the collective agreement grievance procedure, or he may arbitrate the dispute himself. If he does arbitrate the matter, his order is binding and he may amend the collective agreement for a 30-day period. The Minister cannot use the Special Officer provisions of the Act more than twice for the same dispute or difference.

As did the former Mediation Commission Act, this legislation provides for the establishment of an Industrial Inquiry Commission to make inquiries into industrial matters in order to maintain and promote industrial peace.

## Penalties

The new Labour Code of British Columbia did not contain any new penalty provisions, but Alberta substantially increased fines for contravention of the industrial relations section of its Labour Act.

An employer, employers' organization or trade union or their representative who causes an illegal strike or lockout or fails to bargain collectively as required by the Act is liable to a fine of up to \$1,000 per day. Any other person who causes an illegal strike or lockout can be fined up to \$10,000. Maximum fines of \$10,000 for a corporation, employers' organization or union and \$5,000 for an individual can be assessed by the courts for such offences as unfair labour practice and failure to comply with orders of the Industrial Relations Board.

In the next issue of *The Labour Gazette*: Labour Legislation in 1973 Part 6b: General Industrial Relations (Cont.) The Construction Industry, Special Groups and Emergency Legislation.

# 50 YEARS AGO

Retail food prices and wages for agricultural workers in Canada, trade disputes in India, and unemployment insurance in Poland were among topics discussed in the October 1924 issue of *The Labour Gazette*.

## Retail food prices

Despite a substantial decline in the price of potatoes, food prices in the 60 cities surveyed across Canada rose due to seasonal increases. For an average family of five, the cost per week of a list of 29 staple foods was \$10.28 at the beginning of September, compared with \$10.19 in August. The same items had cost \$10.46 in the same month of 1923, \$10.28 in 1922, \$11.82 in 1921, \$15.95 in 1920, \$13.31 in 1918, and \$7.83 in 1914. There were slight declines in the cost of beef, evaporated apples, and tea. Prices of eggs, butter and lard advanced substantially, and there were smaller advances in the prices of fresh and salt pork, bacon, cheese, bread, flour and rolled oats. Including the cost of fuel and rent with that of foods, the average family's total was \$20.65 at the beginning of September, compared with \$20.57 in August and \$20.97 in September 1923.

## Wages in agriculture

Summaries of reports on employment and wages in various industries in Canada were prepared by the Dominion Bureau of Statistics and published from time to time in *The Labour Gazette*. In the October 1924 issue, a report appeared on "Wages in Agriculture." The wages paid to farm helpers

during the summer season of 1922 were \$59 for men and \$39 for women, including board, the average value of which was \$21 for men and \$17 for women. The average value of wages and board for the whole year was \$594 for men and \$418 for women, compared with \$669 for men and \$449 for women in 1921. By provinces, the average wages for men and women for the 1922 summer season, including board, were: Prince Edward Island, \$40 and \$27; Nova Scotia, \$50 and \$29; New Brunswick, \$53 and \$32; Quebec, \$53 and \$29; Ontario, \$57 and \$37; Manitoba, \$63 and \$43; Saskatchewan, \$64 and \$46; Alberta, \$64 and \$45; British Columbia, \$75 and \$54.

## Trade disputes in India

A bill for inquiry into, and settlement of, trade disputes was being considered in India by the Bombay Legislative Council. The general provisions of the bill, similar to the Industrial Disputes Investigation Act of Canada, made provision for courts of inquiry and for settlement of disputes by conciliation and arbitration. The rules for these courts were to be drawn up by the Governor in Council. Subject to such rules, the court of inquiry could enforce the production of books, papers, etc., require the attendance of any person, and take evidence on oath. Where a trade dispute existed or was expected, the Governor in Council could bring the parties together with a view to a settlement. If both parties consented, he would, moreover, refer any dispute to a single arbitrator or to a board that included representatives of both parties. Ac-

cording to the London *Times* the bill was held in abeyance at the instance of the Government of India, who wished to further all-India legislation, making arbitration practically compulsory.

## Unemployment insurance in Poland

An act for "the insurance of the unemployed" came into force in Poland on September 1, 1924. It applied to all workers 18 years of age and over employed in industry, trade, transport, smelting and mining, and also to those engaged by other firms that employed at least six workers, even if these concerns were not working for profit. Non-manual workers and seasonal workers who were employed for less than ten months in the year were exempt from its operation. The insurance contributions were calculated at 2 per cent of wages paid: of this proportion, 0.5 per cent was deducted from the worker's wages and 1.5 per cent was paid by the employers. To receive unemployment benefits a person must have had permanent employment for at least 20 weeks in the year immediately preceding the unemployment and must notify the labour exchange within four weeks of the date of his discharge. He could not receive any benefits until 10 days after his application for assistance. The benefits paid were: 30 per cent of the normal wage for a worker who had to provide for himself alone, 35 per cent when a family of two had to be provided for, 40 per cent for a family of five, and 50 per cent for a family exceeding five in number.





# Book Reviews

## Trade Union Political Activity

**Political Purpose in Trade Unions,**  
by Irving Richter, George Allen &  
Unwin, London, 1973, 258 pp.

by DR. GARFIELD CLACK

There is always room for argument about how trade unions may best serve the interests of their members: whether they should emphasize the improvement of wages and working conditions through collective bargaining or look rather to the overall welfare of workers by changing the legislative and fiscal structure of society. A sharp contrast is sometimes drawn between the business unionism of labour in North America and the British labour movement's role in the erection and maintenance of a welfare state. This is the general topic of Professor Richter's book, and the study should be of special interest to those who are familiar with recent Canadian studies, such as Martin Robin's *Radical Politics and Canadian Labour*, Gad Horowitz's *Canadian Labour in Politics*, and David Kwavnick's *Organised Labour and Pressure Politics*.

Most of Richter's book is given to detailed descriptions of the political activities and connections of a selection of British unions: the two largest unions in the country, the AUEW and the TGWU, and a white-collar union that has grown rapidly in recent years, ASSET (now ASTMS). One chapter in the book discusses briefly the American unions' political purpose and methodology.

Taking the period following World War II for detailed study, Professor Richter sets out to show how the British union leadership "altogether abjured political action in a substantive, or programmatic, sense. The leaders felt that they could continue to conduct pure and simple unionism successfully without significant involvement in national economic and political policy formation. Second, although they maintained the historic alliance with the Labour Party and indeed, beginning in the early 1950's, greatly expanded that commitment at the Parliamentary Party level, they did *not* rely on it either for their conventional bargaining function or for broad social policy purposes".

Richter suggests that the British union leaders acted in the political arena to retain the alliance with the Labour Party as a sort of insurance policy to protect the bargaining system, to keep their image and security as leaders intact vis-à-vis the memberships, and to ensure a Labour Party that would not intrude into the traditional bargaining system. Having achieved their main political ambitions — legalization and government support for full employment — the British unions were satisfied with the status quo.

Richter concludes that, as in Britain, the American unions have not sought far-reaching socio-political change, but have been nonetheless very purposefully engaged in political action. This action grew primarily out of the unions' perceiving that their traditional bargaining systems were being menaced by legal attacks. The main objective was to ward off, and then to

repeal or amend anti-labour laws. Only by such means could bargaining goals be realized. The overriding objective during these postwar years has been to maintain the traditional collective bargaining system characteristic of pure and simple unionism. Although the AFL-CIO did become a powerful voice in Washington, its 'social conscience' work was distinctly ancillary, and on substantive political matters it remained responsive to the narrow trade union objectives of its most powerful affiliates. Richter notes that "the direct costs of these policies would appear to include the loss of its largest affiliate, a continued inability to raise the percentage of the labour force in unions, and finally, the alienation of a large sector of labour's traditional political allies."

Professor Richter, having had a union background, has produced a study whose strength lies not only in the importance of the topic but also in an evident feel for the situation. A good deal of reliance has been made on personal observation and discussion with union people. He is not afraid of making judgments. The strength of this approach, in the feeling of reality which the reader obtains, is also a weakness. Detail can be frustrating, if not confusing, for those without a considerable knowledge of the British labour movement, its recent history and personalities.

But to have avoided this problem would have required a much longer book; Richter has produced a fascinating account for those familiar with his subject.

# forum

## Price Controls Possible

"The cool response given to the proposal for wage and price controls in the [July 8] federal election might be taken to mean that incomes policy is a dead issue in Canada. But this may well be an incorrect interpretation of the election results... A majority government with a four-or five-year mandate is in a good position to resort to measures that would normally be thought to be too unpopular...E.

Wayne Clendenning, economic advisor to Richardson Securities of Canada, for example, says Canadians cannot ignore the possibility that price and income controls will be introduced sometime in 1975. In a midyear review of the economy, Mr. Clendenning says that with a majority government now in power, it is likely that a more determined effort will be made to restrain demand as part of an anti-inflationary policy approach, but this is unlikely to provide a complete or lasting solution. ...Neither official policies of restraint nor flagging world demand for commodities are likely to have more than a limited effect on Canadian inflation this year, although there are prospects for some improvement in the first half of 1975. 'Later in 1975, however,' said Mr. Clendenning, 'cost-push factors arising from the large wage settlements of 1974 and early 1975 are likely to threaten another upswing in the inflation rate. Under these circumstances, the new Liberal Government could very well resort to price and income controls of some type...'. (Ronald Anderson, *The Globe and Mail*, August 22, 1974.)

## Births vs. Wealth

"Bucharest — Under the blue-tiled roof of the great hall in the Palace of the Republic here, the baby plan will battle the wealth plan....These are the two main opposing factions among the 6,000 delegates to the United Nations world population conference. The baby plan, in its crudest form, is the argument from rich western nations that poor, non-white nations must first stop having more children before they can improve their living standards. The wealth plan, also simplified, is the retort... that prosperity is the best contraceptive: Birth rates will fall only when greedy developed nations stop their exploitation and share the world's wealth more equitably. And while the discussion wages [for two weeks] an extra three million will be added to the guests at the global banquet, as Pope Paul once called it...No matter what happens at the conference, the population of the world will double to 8 billion by the year 2000, barring war or famine. Three quarters of these new arrivals will be in the poor, euphemistically called less developed nations, least able to supply the hospitals, schools and jobs required. They will arrive, not because mankind is breeding like rabbits, but because we are no longer dying like flies....If the U.N. conference is a failure — if the two armies battle rather than negotiate — then the outlook is grim indeed. Immense pressures will be generated by an outpouring of further billions... for which the world is not prepared. The change could be bloody and sudden as poor nations, frustrated by

oppression, wrestle wealth, food and land from rich, less-peopled nations. The outlook isn't good for success." (Peter Calamai, Southam News Services, in *The Gazette*, Montreal, August 20, 1974)

## Petty Chiselers

"Petty chiseling (in the federal Government's Treasury Board) seems to be the order of the day. It seems certain that the so-called policy makers in the Treasury Board who pull the strings on TB negotiators are obsessed with making 'brownie points' on every settlement. This petty chiseling is done in the face of growing employee discontent; for the saving of a few nickels and dimes, the employer is going to pay in dollars when it comes to employee morale... The Treasury Board bureaucracy has become a power centre in government which overshadows all others; decisions that were once the inalienable right of the Government of the country are now being made by the bureaucracy as the principle of accountability continues to be eroded. I have little doubt that government wishes to maintain and increase a healthy collective bargaining relationship with its employees. But if it continues to allow the Treasury Board bureaucracy to make policy when it should be limited to administration, then both the country and our members are in for some tough years ahead. If Treasury Board can take the collective bargaining policy of the Government and so distort it...by the reprehensible practice of playing



games instead of negotiating, its time that the whole collective bargaining procedure was re-examined." (Bill Doherty, in *The Argus-Journal*, (PSAC) July-August, 1974.)

## Federal Power

"Ottawa, threatening legislation to stop a lockout of west coast grain handlers, is using federal power as it should to prevent labour disruptions that could hurt the national interest...Grain exports are such an important factor in the total Canadian economy that the conduct of any essential component of the business is a matter of national interest...Justice Minister Otto Lang, minister responsible for the Canadian Wheat Board, has told the companies that if they don't accept the conciliation report, the Government will pass legislation forcing them to adopt the terms. It is a forthright, no-nonsense order from a government with the strength to enforce its will. Canadians rightly would be appalled at government intervention in every labour dispute in the land, but they expect decisive action to head off breakdowns in services that are clearly essential to national well-being...Too often in the past, the federal Government has been lax or negligent in speaking up for labour disputes' helpless victims, the Canadian public. Mr. Lang's ultimatum to the Vancouver grain companies is the action of a government living up to its responsibility." (Editorial, *The Hamilton Spectator*, August 19, 1974)

## Birth Dearth

"Perhaps the single most important new fact of recent statistical vintage is that, in America, the population explosion has ended ...And there is every indication that having ended, it will stay ended. The baby boom has been replaced by a birth dearth. Although the dearth will not cure all the ills that were wrongly attributed to the explosion, its effect will be quite salutary. In the years to come, it may well prove to be the single greatest agent of an

ever-increasing ever-wealthier middle class in America." *The Real America* by Ben J. Wattenberg. In press. Quoted in *Business Week*, July 13, 1974)

## MP Salaries

"Our new MPs are talking about a pay raise when Parliament meets this fall. And one of the certainties of Canadian politics is that if legislation is proposed to hike the rate above the \$18,000 a year plus \$8,000 tax-free allowance fixed in 1971, there will be cries that 'they're raising their own salaries.' There are two things to be said about that. One is that, if a raise is warranted, there's nobody else who can give it. The other is that if good people are going to be attracted to Ottawa, the compensation has to be worthwhile. The days are long gone when Parliament met only a few months a year and members could carry on other careers outside; few manage it nowadays...It's about time a better and more routine way is found of adjusting MPs' pay...For a start, the pay scales should be reviewed at intervals that are not so long as to make any catchup raise stagger the voter...And while they're at it, the MPs ought to do away with the tax-free part of their remuneration. They're entitled to out-of-pocket expenses, but tax-free allowances put them in a different category from most ordinary mortals. For that, there's no justification." (Editorial, *The Toronto Star*, August 20, 1974)

## Australian Unemployment

"Just a month after it re-elected Gough Whitlam's government, Australia has become disillusioned with it. The country is barreling towards an annual inflation rate of 20 per cent and an unemployment rate of 3 per cent. While the people might be able to forgive the Labour Government for allowing the economy to get out of hand, they will regard any increase in the present 1.3 per cent rate of unemployed as an outright betrayal. It was

only 19 months ago that the Liberal party was unseated because it had allowed 2.14 per cent of the 5 million-strong workforce to become unemployed...A jobless rate of only 3 per cent would be welcomed in any of the world's developed countries as a level of full employment, but in Australia, which has a history of manpower shortages, any government that seriously considers the possibility is committing political suicide. Flushed with military victory, economic prosperity and full employment following World War II, Australians boasted of their "lucky country". Full employment became a rallying call for all political parties...With few exceptions, the Australian version of full employment has meant a jobless figure of between 1 and 1.5 per cent of the workforce...The new standard for full employment...appears to be settling at about 1.7 per cent. It is believed that even at this level, the number of job vacancies will continue to outstrip job seekers, thus maintaining an unbroken 25-year record." (John Jukes, *The Toronto Star*, August 15, 1974)

## Conflicting Codes

"The federal labour code was drawn up essentially for two reasons: to regulate working conditions in such areas as interprovincial transportation and to maintain proper standards on national projects in jurisdictions where controls might be below the general norm. Unfortunately, particularly in Quebec, there have been expensive cases of jurisdictional conflict with both employers and unions seizing on differences between the federal and provincial codes as they suit convenience. Work at Mirabel Airport has been involved on at least two occasions. Since it is a federal undertaking, contractors have argued they are subject only to federal regulation. Quebec unions, equally understandably, contend that since the work is being done in Quebec, they should not be deprived of [pension and compensation] benefits available under provincial law...It is the sort of conflict which should be ironed out



speedily between the federal and provincial governments because the national code was never meant to deprive anyone of statutory benefits." (Editorial, *The Montreal Star*, July 31, 1974)

## Over-education Problems

"For at least the last quarter of a century, more education for more people was seen as the key to national development and personal advancement and fulfillment...But in recent years in many countries there is a surplus of qualified men and women for the number of jobs commensurate with training. One result is that more and more employers are arbitrarily raising their standards...But the aspirations and the job expectations of the employees have not changed, and they expect jobs at the level their education would have brought them earlier...The dilemma is worldwide: people with levels of education which exceed job opportunities. Western Europe has responded by importing 7 million semi-skilled and unskilled workers to fill jobs which would fall below the aspirations of the educated young in those countries. North America is experiencing extremely high rates of unemployment among disenchanted educated youth looking for 'meaningful' jobs...What is required is a fundamental change in attitude, both in the educational system and in the labour system. We should be prepared for some restructuring of the 'pecking order' of jobs in respect to status and accompanying salaries and for an increasing reduction in the vast spread of incomes within and among professions." (Reuben Baetz, Executive Director of the Canadian Council on Social Development, and President of the International Conference on Social Welfare, speaking at the 55-nation conference held at Nairobi, Kenya, July, 1974)

## The Wrong Target

"The suggestion of a British Columbia cabinet minister that the province may

move welfare recipients from areas of high unemployment to labour-short regions smacks nastily of forced labour. Human Resources Minister Norman Levi told a television interviewer: "I think we're going to have to proscribe certain areas in terms of low employability and say to people, if you stay in this area you have a limited amount of possibility to get welfare and then you must move on to an area where there's employment." Levi said the program would be aimed specifically at welfare families. They are precisely the wrong target, even if there were any merit to the idea in the first place... (About) 75 per cent of all people on welfare are considered unemployable. The vast bulk of them are single-parent families, predominantly a mother and child. It would do absolutely no good to move those welfare cases to a high employment area... The concept of moving people against their will about a province, or around a country, has no place in a compassionate, humane democracy." (Editorial, *The Toronto Star*, July 26, 1974)

## Union Rivalry

"Not all of the labour troubles which have plagued the post office over the past few years can be blamed on disputes between employees and management. Some of them have resulted from clashes among the employees themselves, rivalry between various unions, or between factions within one union. That kind of problem has arisen again with the decision of the members of the Canadian Union of Postal Workers, which represents inside workers, to disaffiliate from the Council of Postal Unions, which groups all the bargaining agents for postal employees. ...The inside workers are deeply concerned at the moment with problems of automation and job security. The mail carriers have no such concern, since the post office has no plans to find machines to replace the men who walk the postal beat...The split threatens to harm the interests of both postal employees and postal customers. It will throw a road-

block in the way of the new contract negotiations, which were supposed to start in the autumn...Now, the unions face a long period of red tape over certification before bargaining can begin. In the present delicate state of labour relations in the post office, any move which puts new obstacles in the way of agreement can only damage the interests of all." (Editorial, *The Montreal Star*, July 25, 1974)

## Coveted Employment

Artists, students, labourers, and a housewife are among thousands clamouring for coveted jobs — sweeping in the streets and gutters of San Francisco for \$17,000 a year....The civil service commission has 750 inquiries and applications a day — but no openings. The city's 230 street sweepers already earn \$12,000 annually. Next June, they will earn \$17,000 because a provision in the city charter ties their salaries to those of construction and industry in the area. A police patrolman makes \$14,000 a year after four years. "It's not such a bad deal," said one applicant, a 22-year-old college student who has studied business, criminology and physical education. "I couldn't come out of college and find a job that pays that much." A 24-year-old housewife and mother of two said she's applying because "it's good money. I am perfectly qualified for that job. As a housewife, I've got plenty of experience behind a broom." (Associated Press report in the *The Globe and Mail*, July 23, 1974)

## Breakthrough Attacked

"'Beautiful' is how one government information officer described an arbitrator's award of a 15 per cent pay increase plus the full value of the year's cost of living increases on January 1, 1975, for a 27-month increase likely to reach 30 per cent. But there is no beauty in the eyes of those beholders called taxpayers, in light of the more than adequate salary scale that had

already been established for government information officers. If there is difficulty in attracting and holding talented people to do this type of work, the problem isn't money. It is job satisfaction and will continue to be so long as government defines the information function so narrowly. Taxpayers needn't regard this "break-through"...as a totally disastrous development. In fact, there can be advantages to the policy if it is used to remove the speculative element of future inflation from contract talks...Nonetheless, the idea that all employees deserve—or indeed, that the country can afford—contract settlements giving a healthy increase plus the cost of living increase must be resisted with intensity. Settlements of that order are the stuff of the runaway wage inflation that would propel Canada into a new spiral of higher prices and taxes even while costs of basic commodities were dropping." (Editorial, *The Ottawa Journal*, July 30, 1974)

## The Wheel is Turning

"At a recent world population conference, Canada was accused of looting poorer countries of their professional people. It was a fair comment on an immigration policy which has, for a quarter of a century, favored highly-educated people and highly-skilled applicants. Not even national selfishness can justify the continuation of such a policy. The wheel of immigration has turned almost full circle, and this high-technology country is finding that it needs very much the same sort of immigrants who built it up in the first place—people willing to do manual labour and willing also to go to remote places to earn a living...There was a substantial increase in immigration in the first three months of this year...but with continuing expansion in the service industries, the demand is going to remain substantial. Government policy should accommodate it. Extra points should go to applicants willing to work and settle away from the great cities. It's an opportunity to combine virtue with necessity. We can and should stop depriving poor coun-

tries of their best-educated people. We can and should offer Canadian living standards and a stake in this country's future to surplus workers from many lands. Typically, they are prepared to do hard, dirty or remote work that most native Canadians are reluctant to take." (Editorial, *The Toronto Star*, July 26, 1974)

## Leisure Time for Japan

"When Japan's corporate giant Mitsubishi introduced a five-day working week at its Nagasaki shipyard recently, about 400 workers turned up on their first Saturday off and demanded that they be allowed to work. The shipyard management closed the gates of the plant and refused to let the workers into the workshops. So the workers held a rally in front of the main gates, shouting slogans and demanding a return to — of all things — the six-day week. It could only happen in Japan where the work ethic is so strong that most workers take little or none of their annual holidays. Nevertheless, despite complaints from some workers that reduced working hours will make them too soft, the Japanese Government is currently doing its best to encourage a universal five-day work week...Last year, 30 per cent of Japanese companies had some form of five-day week, compared with only 13 per cent the year before and 4.4 per cent the year before that...But the change is not coming easily to many Japanese, whose dedication to work has created the world's third most productive economy. Although surveys show that the majority of young people strongly approve of more leisure time, many middle-aged executives and workers are complaining that they don't know what to do with themselves." (Jack Cahill, *The Toronto Star*, August 7, 1974)

## The Best of the West

"It seems that when the Egyptians pushed out their Russian advisers and brought in U.S. replacements, they really underwent a full conversion.

Certainly, they've lost no time in picking up some of that down-home know-how to turn a fast buck. Word from the Middle East is that the largest advertising and public relations organization there is scouring the world looking for potential clients. The agency wants the clients to buy space on the huge, advertising billboards the Egyptians are planning to set up all along the Suez Canal. Apparently, the Egyptians figure they have a massive captive audience— all the passengers and crew of the thousands of ships that will be passing through the canal when it opens later this year. Otherwise, poor souls, they would have nothing else to look at but sand. And, as any apple-pie American will tell you, you don't just let an audience sit there; you sell it something. Anything. There's no guarantee for the safety of the billboards should another Arab-Israeli war break out. But at least the Egyptian agency is offering long-term contracts, so maybe things will be quiet there for a while." (*Financial Post*, August 10, 1974)

## Office Etiquette

"A wide sampling of (American) secretarial attitudes shows that the typical one is no longer expected to be a "go-fer", running errands for the boss. Especially in the executive suite. Most secretaries, however, are quite willing to "go-fer" coffee or tea once in a while. Some 90 per cent answering a questionnaire considered such occasional favors part of the job. As one executive secretary commented when shown the national survey results, "Sure, I bring us both coffee in the morning. It's no big deal. He gives me the money. That helps." But another said: "Let them get it for themselves. I was hired to be a secretary and not a wife." Coffee procedures have changed to the point that now many executives see nothing degrading about bringing secretaries a cup of coffee or tea when the pressure of work gets too hard...The study was made by the General Foods institutional food services division. (UPI

story, from *The Toronto Star*, August 21, 1974)

## Cliches No More

"The Association of Canadian Advertisers says that Canada's conversion to the metric system will mean big changes for the ad business. But it will also mean changes to standard cliches: -Peter Piper picked 8.81 litres of pickled peppers. -It hit me like 907 kilograms of bricks. -Beat him within 2.54 centimetres of his life. -All wool and 91.4 centimetres wide. -Give him 2.54 centimetres and he'll take 1.609 kilometres. -Hell's 2,023.5 square centimetres. -A decigram of salt. -He missed by 1.609 country kilometres. -Kilogram for kilogram he's the best. -Third down and millimetres to go. -He 2.54 centimetred his way along the parapet. -I'd walk 1.609 kilometres for a Camel." *Marketing Magazine*, July 22, 1974)





# PRICES & EMPLOYMENT

## Consumer, July

The consumer price index (1961=100) rose 0.8 per cent in July to 168.0 from 166.7 in June, and was 11.3 per cent above its level of a year ago. All major components advanced, but an increase of 0.9 per cent in the food index accounted for more than one third of the all-items rise, and an increase of 0.6 per cent for housing contributed another quarter. Recreation, education and reading advanced 2.2 per cent, and transportation rose 0.8 per cent. Among the remaining major components, health and personal care increased 0.4 per cent, and the indexes for clothing and for tobacco and alcohol each rose 0.3 per cent. The price level for all items other than food advanced 0.7 per cent in July.

### Food

The food index rose 0.9 per cent to 190.2 in July, from 188.4 in June. Home-consumed food prices increased 0.9 cent, and the index for food eaten away from home advanced 1.3 per cent. More than one half of the increase in the home-consumed food index was because of a 2.7 per cent rise in beef prices. Most beef cuts recorded increases, but the price of hamburger declined for the fifth consecutive month to a level almost 16

per cent below its peak in February. Pork prices advanced 3.1 per cent in July; the poultry index decreased 1.7 per cent and that for fish, 1.4 per cent. Lower quotations for potatoes, lettuce and bananas outweighed increases for apples, celery, carrots and onions. On average, the price of fresh vegetables decreased 1.4 per cent and fresh fruit, 1.2 per cent. The indexes for dairy products rose 0.3 per cent and for cereal products 0.5 per cent, but fats and oils advanced 1.2 per cent, mainly because of higher prices for margarine; among other foods, sugar rose 2.0 per cent to a level 132 per cent higher than a year ago. Other sugar-based products, such as jelly powders, jams and soft drinks, also rose in the latest month as did most frozen convenience foods. Between July 1973 and July 1974, the food index advanced 16.3 per cent — the price of home-consumed food rising 15.2 per cent and that for food eaten away from home 21.6 per cent.

### Housing

The housing index rose 0.6 per cent to 166.5 in July from 165.5 in June as a result of increases in both the shelter and household operation components. Within shelter, the home-ownership index increased 0.5 per cent because of an increase in the mortgage interest index; rents ad-

vanced 0.3 per cent. The household operation components rose 0.9 per cent as higher prices were recorded for furniture, floor coverings, linens and draperies. Most household supplies increased, as did the price of domestic help. The housing index in July was 9.0 per cent above its level of a year ago.

### Clothing

The clothing index advanced 0.3 per cent to 152.5 in July from 152.0 in June, and was 10.3 per cent higher than a year ago. Price increases were recorded for most apparel groups, but midsummer sales on some outer wear and sportswear items moderated the overall clothing increase. Footwear prices, on average, rose 0.5 per cent.

### Transportation

The transportation index rose 0.8 per cent to 152.4 in July from 151.2 in June and was 11.5 per cent above its level of July 1973. Higher automobile insurance rates, mainly in Eastern Canada, were responsible for more than three quarters of the increase. New car prices rose 0.5 per cent in July, bringing the increase in this index to 6.5 per cent since last July. Gasoline prices declined 0.6 per cent in the latest month but were still 22.0 per cent higher than a year earlier. Among public transportation items, the train fares index recorded a seasonal increase and taxi fares advanced in Vancouver and St. John's.

### Health and personal care

The health and personal care index advanced 0.4 per cent to 169.9 in July from 169.3 in June, and was 8.7 per cent higher than a year earlier. In the health care components, prescribed drugs rose 0.4 per cent, and among personal care supplies, important increases were recorded for toilet soap, hair preparations and cleansing tissues.

### *Recreation, education and reading*

The recreation, education and reading index rose 2.2 per cent to 160.4 in July from 156.9 in June, and was 9.2 per cent higher than in July 1973. Most of the increase was because of generally higher prices for hotel and motel rooms and of increased newspaper subscription rates in several major cities.

### *Tobacco and alcohol*

The tobacco and alcohol index rose 0.3 per cent to 143.9 in July from 143.5 in June, and was 5.5 per cent higher than in July 1973. More than four fifths of the increase was due to higher prices in several provinces for domestic wines.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. In July, the total goods index rose 0.6 per cent, the main impetus coming from non-durables (that rose 0.9 per cent primarily because of higher prices for food and household supplies) and increased newspaper subscription rates. The index for durable goods rose 0.4 per cent mainly because of higher quotations for automobiles, furniture, floor coverings, boats and motors; semi-durable goods advanced 0.3 per cent because of higher prices for clothing and home furnishings. A rise of 1.0 per cent was recorded in the services index following increases in shelter, hotel and motel rates, automobile insurance and domestic help. Between July 1973 and July 1974, the total goods index advanced 13.0 per cent and that for services 8.1 per cent.

## **Wholesale, June**

The general wholesale price index (1935-39 = 100) declined 0.2 per cent in June to 452.3 from the revised May index of 453.3. It was 23.0 per cent higher than the June 1973 index of 367.8. Three of the eight major groups declined and five showed in-

creases. The vegetable products group index declined 2.7 per cent to 452.4 from the revised May index of 456.1 mainly because of lower prices for grains, livestock and poultry feeds, fresh fruits and vegetable oil products. The wood products group index decreased 1.1 per cent, to 558.2 from 564.1, with the most significant changes occurring for cedar, fir, hemlock and spruce. There were smaller decreases in the non-ferrous metals group. The chemical products group index rose 3.2 per cent to 318.3 from 308.5 primarily because of higher prices for explosives, soaps and detergents, inorganic chemicals, paint and paint materials. Increases in livestock and fresh meats were responsible for advances in the animal products group index of 2.1 per cent, to 483.7 from 473.9. The non-metallic minerals group index advanced 1.8 per cent, to 330.9 from 325.1 due mainly because of price increases in asphalt, petroleum and its products, and lime. Smaller advances were shown in the iron products group, (0.8 per cent) and in the textile group (0.6 per cent).

## **City consumer, July**

Consumer price indexes rose in all regional cities and city-combinations in July with increases ranging from 0.5 per cent in Toronto to 1.1 per cent in St. John's. Food indexes advanced in all cities except Saint John. Prices were higher in most centres for dairy, bakery and cereal products, beef, pork, beverages and food eaten away from home; in many cities prices were lower for poultry, eggs and fresh produce. Housing components rose in all cities with increased shelter costs and higher prices for furniture, linens, draperies and household supplies. Clothing indexes rose in eight cities, were unchanged in three and declined in one. Prices were generally higher for footwear, women's lingerie, men's sportswear and underwear, and most items of children's apparel. Transportation rose in ten cities, reflecting generally higher prices for new cars and increased automobile insurance rates in several Eastern cities. Health and per-

sonal care components increased in eleven cities because of higher prices for pharmaceuticals and personal care supplies. Recreation, education and reading indexes advanced in all cities primarily because of higher hotel and motel rates. Tobacco and alcohol components rose in eight cities in response to increased prices for domestic wines.

## **Employment, July**

As at July 20, the seasonally-adjusted employment level was 9,165,000, an increase of 69,000 over the previous month. Employment for persons 14-24 advanced by 32,000 to 2,412,000; for men 25 and over, it was 19,000, and for women in that age group, 3,000. Employment increased in all provinces except Alberta and Nova Scotia where the decline was very slight. Full-time employment rose by 133,000 to 8,073,000 and part-time employment declined by 65,000 to 1,108,000.

### *Unemployment*

Seasonally-adjusted national unemployment increased by 27,000 to 492,000 in July. The level for persons 14-24 was 238,000, an increase of 21,000. Provincially, unemployment was unchanged in Nova Scotia and declined in Newfoundland, Manitoba, and Saskatchewan. In the remaining provinces, unemployment increased. By duration, unemployment of three months or less increased by 45,000 to 336,000 in July; unemployment of four months or more declined by 17,000 to 155,000.

### *Unemployment rate*

The seasonally-adjusted unemployment rate for July, at 5.1, was 0.2 higher than in June. It increased by 0.2 in New Brunswick, 0.3 in Quebec and Alberta, 0.4 in Ontario and 0.8 in British Columbia. It decreased by 0.3 in Saskatchewan, 1.4 in Manitoba, and 3.6 in Newfoundland. The rate for Nova Scotia was unchanged.

### *Participation rate*

The seasonally-adjusted participation rate increased by 0.3 to 58.1 in July. It increased in all provinces except Nova Scotia, Manitoba and Alberta, where it declined. The rate for persons 14-24 increased by 1.0 to 55.1 following five successive declines.

The labour force (unadjusted for seasonality) was estimated at 10,140,000 in July; 9,675,000 were employed and 465,000 were unemployed. The unemployment rate was 4.6 and the participation rate was 61.1. The unadjusted unemployment rate for students 14-24 was 6.1 in July, compared with 5.8 a year earlier. The respective participation rates were 49.7 and 45.8.





# CONCILIATION

**During July the Minister of Labour appointed Conciliation Officers to deal with the following disputes:**

Lakehead Harbour Commission, Thunder Bay, Ont., and Lakehead Harbour Police Association (Conciliation Officer: A.E. Koppel).

Travelways (Travelways) of Canada Limited, Thornhill, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of bus drivers working in and out of Georgetown, Ont.) (Conciliation Officer: K. Hulse).

United Press International of Canada Ltd., and Canadian Wire Service Guild, Local 213, the American Newspaper Guild (Conciliation Officer: G.R. Doucet).

Canadian Pacific Air Lines Limited, Vancouver, B.C., and Hotel and Restaurant Employees and Bartenders Union, Local 16 (Conciliation Officers: D.H. Cameron and G.W. Rogers).

Giant Yellowknife Mines Limited, Yellowknife, N.W.T., and United Steel-

workers of America, Local 803 (Conciliation Officers: D.H. Cameron and G.W. Rogers).

Zenith Transport Limited, Burnaby, B.C., and General Truck Drivers and Helpers, Local 31 (Conciliation Officers: A.A. Franklin and G.W. Rogers).

Aéro-club de Montréal, St. Hubert, Qué., and le Syndicat des employés de l'Aéro-club de Montréal (Montreal Flying Club) (CSN) (Conciliation Officer: G.R. Doucet).

Radio Nord Inc. (CKRN-TV, CKRN, CKVD, CHAD) and Radio La Sarre Inc. (CKLS), Rouyn, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Officer: J.J. de Gaspé Loranger).

Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of employees classified as launchmasters and launch-engineers) (Conciliation Officer: G.W. Rogers).

Rebel Transport Limited, Edmonton, Alta., and General Teamsters, Local

362 (Conciliation Officer: G.W. Rogers).

Okanagan Radio Limited, Penticton, B.C., and The Association of Commercial and Technical Employees, Local 1707 (CLC) (Conciliation Officer: G.W. Rogers).

Canadian Overseas Telecommunication Corporation, Montréal, Qué., and Telecommunications Workers Union, Local 1653 (CLC) (representing a unit of office and clerical employees) (Conciliation Officer: G.R. Doucet).

Pacific Western Airlines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers, Lodges 1500 and 1681 (representing a unit of employees classified as loadmasters) (Conciliation Officer: D.H. Cameron).

Canadian Broadcasting Corporation, Montréal, Qué., and Le Syndicat général du cinéma et de la télévision (CNTU) (section Radio-Canada) (Conciliation Officer: G.R. Doucet).

**Settlements by conciliation officers.** Lakehead Harbour Commission, Thunder Bay, Ont., and Lakehead Harbour Police Association (Conciliation Officer: A.E. Keppel) (see above).

Cominco Limited (Con and Rycon Property), Yellowknife, NWT, and United Steelworkers of America (Conciliation Officer: D.H. Cameron) (LG, Sept., p. 667).

Soo-Security Motorways Ltd., Winnipeg, Man., and Teamsters Locals 979, 990, 395 and 362 (Conciliation Officer: A.E. Koppel) (LG, Aug., p. 583).

Dominion Catering Limited, Yellowknife, NWT, and United Steelworkers of America, Local 803 (Conciliation Officer: G.W. Rogers) (LG, Aug., p. 583).

Kingsway Dalewood Limited, Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A.E. Koppel) (LG, Aug., p. 583).

Chapman Transport Ltd., North Vancouver, B.C., and Teamsters Locals 31 and 213 (Conciliation Officer: D.H. Cameron) (LG, Aug., p. 583).

Transair Limited, Winnipeg International Airport and Canadian Air Line Pilots Association (settlement reached by parties prior to commencement of conciliation officer's meetings) (LG, Aug., p. 583).

G. Gagne Transport Ltée, Ville Vanier, Qué., and Le Syndicat National des Employés de L'Alimentation en gros de Québec (Conciliation Officer: S.T. Payne) (LG, July, p. 531).

**Conciliation commissioner appointments.** Allied Aviation Service Company of Newfoundland, Limited, Gander, Nfld., and International Association of Machinists and Aerospace Workers; Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (Conciliation Commissioner: Lorne O. Clarke, Q.C.) (LG, Sept., p. 667).

ITT Canada Limited, (Technical and Support Service Division, Ottawa, Ont., and International Brotherhood of Electrical Workers, Local 2228 (Conciliation Commissioner: Judge J.C. Anderson) (LG, Sept., p. 667).

Niagara Falls Bridge Commission, Niagara Falls, Ont., and Teamsters Local 879 (representing two bargaining units comprising (1) toll captains and (2) permanent employees classified as toll collector, maintenance, janitor-handyman, janitress and traffic director) (Conciliation Commissioner: Thomas C. O'Connor) (LG, Sept., p. 667).

Canadian Freightways Limited, Calgary, Alta., Loiselle Transport Limited, Vancouver, B.C., and Millar and Brown Limited, Cranbrook, B.C., and Teamsters Locals 31, 213, 362, 979 and 395 (Conciliation Commissioner: Hugh G. Ladner) (LG, Aug., p. 583).

Alltrans Express Ltd., Burnaby, B.C., and Teamsters Locals 362, 213, 979 and 31 (Conciliation Commissioner: Hugh G. Ladner) (LG, Aug., p. 583).

Nordair Limited, Montreal International Airport and International Association of Machinists and Aerospace Workers, Lodge 2309 (representing employees of the Maintenance, Traffic, Operations and Stores Division) (Conciliation Commissioner: Pierre Dufresne) (LG, Aug., p. 583).

Borisko Brothers (Québec) Limited, Dorval, Qué., and Cartage and Miscellaneous Employees Union, Local 931 (Conciliation Commissioner: Judge Maynard B. Golt) (LG, Aug. 1973, p. 560).

**Conciliation commissioner reports received.** Allied Aviation Service Company of Newfoundland, Limited, Gander, Nfld., and International Association of Machinists and Aerospace Workers; Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (Conciliation Commissioner: Lorne O. Clarke, Q.C.) (see above).

Canadian Freightways Limited, Calgary, Alta., Loiselle Transport Limited, Vancouver, B.C., and Millar and Brown Limited, Cranbrook, B.C., and Teamsters Locals 31, 213, 362, 979 and 395 (Conciliation Commissioner: Hugh G. Ladner) (see above).

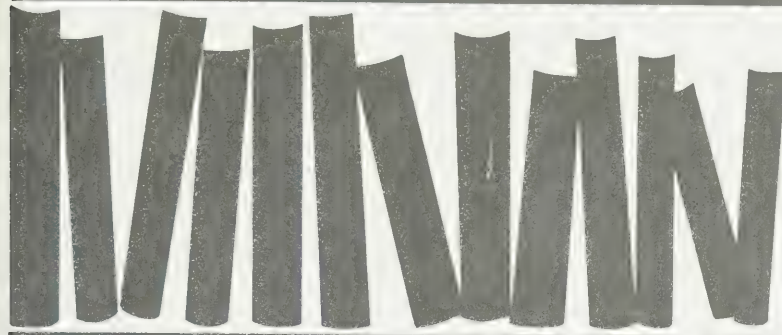
Alltrans Express Ltd., Burnaby, B.C., and Teamsters Locals 362, 213, 979 and 31 (Conciliation Commissioner: Hugh G. Ladner) (see above).

Canadian Lake Carriers Association, Montréal, Qué., (representing certain member shipping companies) and Canadian Merchant Service Guild (Conciliation Commissioner: Professor Perry Meyer) (LG, Sept., p. 668).

Canadian Lake Carriers Association, Montréal, Qué., and Canadian Marine Officers Union (Conciliation Commissioner: Professor Perry Meyer) (LG, Sept., p. 668).

Northland Navigation Co. Ltd., and Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Professor Joseph C. Smith) (LG, Sept., p. 668).

**Conciliation commissioner settlement.** Wardair Canada Limited, Edmonton, Alta., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Hugh G. Ladner) (LG, Sept., p. 668).



# Additions to the Library

## LIST NO.306

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. When requesting loans please indicate the publication numeral and the month listed.

### AGED

1. **Jarvis, George K.** Canadian old people as a deviant minority. (*In* Deviant behavior and societal reaction, edited by Craig L.Boydell, Carl F. Grindstaff and Paul C. Whitehead. p.605-627).

### ALIEN LABOUR

2. **Avery, Donald.** Canadian immigration policy and the "foreign" navy, 1896-1914 (Ottawa? Canadian Historical Association, 1972? or 1973?) (135)-156p.

### ARBITRATION, INDUSTRIAL

3. **Levin, Noel Arnold, ed.** Arbitrating labor cases . Noel Arnold Levin, editor and contributing author; Gerald Aksent, associate editor; Jerome H. Retty, Joseph Wildebush, assistant editors. New York, Practising Law Institute (c1974) 490p.

4. **Little, Walter.** The role of arbitration in industrial relations. Kingston, Ont., Industrial Relations Centre, Queen's University, 1974. 14p.

### AUTOMATION-LABOUR ASPECTS

5. **Wilson, David F.** Dockers; the impact of industrial change. London, Collins (c1972) 336p.

### BUILDING TRADES

6. **Construction industry: labor problems.** Lucius M. Dyal, Jr., chairman. New York, Practising Law Institute (1972) 152p.

7. **Rose, Joseph B.** A report on accreditation and the construction industry. (Fredericton) New Brunswick Department of Labour, 1972. 245p.

### BUSINESS

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# labour statistics

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended July 20, 1974		10,140	+ 2.8	+ 4.6
Employed .....	July	9,675	+ 2.9	+ 4.8
Agriculture .....	"	566	+ 6.0	+ 1.8
Non-agriculture .....	"	9,110	+ 2.8	+ 5.0
Paid workers .....	"	8,573	+ 3.1	+ 5.1
At work 35 hours or more .....	"	6,527	- 13.1	+ 5.6
At work less than 35 hours .....	"	1,155	- 20.7	+ 9.1
Employed but not at work .....	"	1,993	+ 363.5	+ 0.2
Unemployed .....	"	465	- 0.9	+ 0.9
Atlantic .....	"	64	- 1.5	+ 12.3
Quebec .....	"	166	- 0.6	- 1.8
Ontario .....	"	141	- 4.7	+ 9.3
Prairie .....	"	33	- 2.9	- 32.7
British Columbia .....	"	61	+ 7.0	+ 7.0
Without work and seeking work .....	"	449	- 0.4	+ 1.8
On temporary layoff up to 30 days .....	"	16	- 11.1	- 20.0
INDUSTRIAL EMPLOYMENT(1961 = 100)† .....	April	139.7	+ 0.8	+ 5.5
Manufacturing employment(1961 = 100)† .....	"	132.9	+ 0.5	+ 4.1
IMMIGRATION .....	Calendar Yr/73	184,200	-	-
Destined to the labour force .....	" "	92,228	-	-
STRIKES AND LOCKOUTS				
Strikes and Lockouts .....	June	227	- 0.9	+ 62.1
No. of workers involved .....	"	218,367	+ 130.9	+ 308.9
Duration in man days .....	"	2,089,590	+ 53.0	+ 197.7
EARNINGS AND INCOME				
Average weekly wages and salaries(ind. comp.)† .....	"	171.70	+ 0.6	+ 8.9
Average hourly earnings (mfg.)† .....	"	4.20	+ 1.2	+ 10.8
Average weekly hours paid .....				
Consumer price index(1961 = 100) .....	July	168.0	+ 0.8	+ 11.3
Index numbers of weekly wages in 1961 dollars(1961 = 100)‡ .....	April	134.1	- 1.0	- 1.3
Total labour income (millions of dollars)† .....	June	6,316.7	+ 2.6	+ 15.3
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100) .....	June	222.5	+ 0.5	+ 6.0
Manufacturing .....	"	219.2	+ 0.4	+ 7.6
Durables .....	"	250.7	- 1.0	+ 6.4
Non-durables .....	"	194.3	+ 1.8	+ 8.9
NEW RESIDENTIAL CONSTRUCTION**				
Starts .....	June	91,016	-	- 1.3
Completions .....	"	96,960	-	+ 8.5
Under construction .....	"	167,180	-	+ 1.1

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

‡Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

STRIKES AND LOCKOUTS, 1969-1974						
Strikes and Lockouts in Existence During Month or Year						
Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days		
				Man-Days	Percentage of Estimated Working Time	
1969 .....	566	595	306,799	7,751,880	0.46	
1970 .....	503	542	261,706	6,539,560	0.39	
1971 .....	547	569	239,631	2,866,590	0.16	
1972 .....	556	598	706,474	7,753,530	0.43	
†1973 .....	674	721	352,237	5,768,790	0.30	
†1973:						
June .....	63	140	53,399	701,910	0.42	
July .....	65	137	74,509	623,580	0.37	
August .....	83	167	106,551	1,246,920	0.68	
September .....	58	165	112,218	700,200	0.48	
October .....	51	145	45,500	491,140	0.29	
November .....	43	115	46,283	358,820	0.21	
December .....	21	83	62,620	307,720	0.21	
1974:						
†January .....	64	110	24,787	271,650	0.16	
†February .....	65	127	43,782	420,340	0.27	
†March .....	75	139	50,014	437,870	0.27	
*April .....	79	151	59,921	619,740	0.38	
*May .....	129	229	94,578	1,365,870	0.78	
June .....	117	227	218,367	2,089,590	1.27	

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, JUNE, 1974, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strike and Lock-outs	Workers Involved	Man-Days
Forestry .....	2	3	9,646	90,620
Mines .....	5	9	6,383	64,010
Manufacturing .....	70	143	40,150	480,770
Construction .....	4	7	136,790	1,351,480
Transpn. & utilities .....	12	16	19,809	57,550
Trade .....	9	17	878	11,220
Finance .....	2	2	68	600
Service .....	4	19	3,097	22,820
Public admin. ....	9	11	1,546	10,520
All industries .....	117	227	218,367	2,089,590

## STRIKES AND LOCKOUTS, JUNE, 1974, BY PROVINCE (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland .....	2	3	261	1,800
Prince Edward Island .....	—	1	8	170
Nova Scotia .....	3	4	430	2,290
New Brunswick .....	4	6	2,053	23,110
Quebec .....	40	81	114,509	706,240
Ontario .....	31	66	24,310	272,190
Manitoba .....	5	7	2,907	27,620
Saskatchewan .....	5	7	5,066	85,860
Alberta .....	6	8	3,422	53,580
British Columbia .....	18	38	61,370	903,360
Federal .....	3	6	4,031	13,370
All jurisdictions .....	117	227	218,367	2,089,590

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date		Major Issues
	Location			June	Accu- mulated	Termination Date		Result
Forestry								
	Rayonier Quebec Inc., Port-Cartier, Que.	United Paperworkers Loc. 1096 (AFL-CIO/CLC)	400	1,140	2,330	May June	27 5	Wage increase for cost-of- living—Return of workers after injunction issued.
	Forest Industrial Relations, Coastal Area, B.C.	Woodworkers, Various Locals (AFL-CIO/CLC)	8,915	89,150	89,150	June —	15	Wages, cost-of-living escalator clause—
	Pope & Talbot, Midway, B.C.	Woodworkers Loc. 1-423	331	330	330	June —	28	Cost-of-living adjustment, term of contract
Mines								
METAL								
	Brunswick Mining & Smelting Ltd., Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,000	17,140	45,320	April June	22 25	Workers locked out/Wages, fringe benefits—Wage increase.
	*Anvil Mining S Corporation Ltd., Faro, Yukon Territory	Steelworkers Locs. L1051 L8243 (AFL-CIO/CLC)	362	3,100	8,530	May June	11 13	Wages—Settled through mediation, wage increases.
	Texada Mines Ltd., Gilles Bay, B.C.	Teamsters Loc. 213, Labourers Loc. 168 & Int. Operating Engineers Loc. 115 (AFL-CIO/CLC)	150	2,790	2,790	June —	5	Wages, fringe benefits
	Campbell Chibougamau Mines Ltd., Chibougamau, Qué.	Steelworkers Loc. 5186 (AFL-CIO/CLC)	557	1,590	1,590	June —	27	Wages—
MINERAL FUELS								
	Union Gas Limited, Various locations, Southwestern, Ont.	Oil Workers Loc. 9-810 & 798 Chemical Workers Loc. 683 (AFL-CIO/C.C.)	1,109	22,180	111,460	Feb. —	6	Wages, pensions, vacations—
	Cardinal River Coals, Hinton, Alta.	Mine Workers Loc. 1656 (CLC)	200	3,750	7,580	May —	4	Fringe benefits—
	McIntyre Porcupine Mines Ltd., Grande Cache, Alta.	Steelworkers Loc. 7621 (AFL-CIO/CLC)	280	280	280	June June	7 9	Workers not covered by agreement—Settled by mutual agreement.
	N.B. Coal Co. Ltd., Minto, N.B.	Mine Workers Loc. 7409 (CLC)	225	680	680	June June	13 18	Grievances: use of non-company machinery— Settled by mutual agreement.
MINES QUARRIES								
	Aggregate Producers Association, Collins Bay, Ont.	Ontario Haulers Association (Ind.)	2,250	12,500	12,500	June June	3 10	Wages—Settled by mutual agreement.



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date		Major Issues
	Location			June	Accu- mulated	Termination Date		Result
Manufacturing								
FOOD & BEVERAGES								
*Ogilvie Flour Mills	Commerce		300	4,200	7,800	May	15	Not reported—Not reported
Montréal, Qué.	Federation (CNTU)					June	24	
Eastern Bakeries Co. Ltd.,	Bakery Workers		120	2,500	3,850	May	16	Wages—Settled by mutual agreement.
Moncton, N.B.	Loc. 406 (AFL-CIO/CLC)					June	30	
Four Dairies	Commerce		312	1,560	4,370	May	20	Wages & many other clauses—Settled through conciliation.
Québec, Qué.	Federation (CNTU)					June	10	
Weston Bakeries, Longueuil, Qué.	Baker Workers		180	—	900	May	27	Wages, working conditions—Wage increase & other benefits.
	Loc. 55 (AFL-CIO/CLC)					June	3	
Labatts Manitoba Brewery, Kiewit-Pelissier Breweries, Winnipeg, Man.	Brewery Workers		203	3,650	3,650	June	3	Wages, length of contract—Wage increase in one-year contract.
	Loc. 330 (AFL-CIO/CLC)					June	27	
Burns Foods Ltd., Swift Canadian Co. Ltd., Canada Packers Ltd., Edmonton & Calgary, Alta.	Food Workers		2,713	48,100	48,100	June	5	Wages
	Locs. 233, 280 & 243 (AFL-CIO/CLC)					—		
National Sea Products Ltd., Battery Point, N.S.	Railway, Transport & General Workers		150	900	900	June	11	Fish grading—Settled by mutual agreement.
	Loc. 613 (CLC)					June	19	
L'Association co-opérative de Pêcheurs de l'Ile Ltée, Lamèque, N.B.	Can Seafood Workers		300	1,500	1,500	June	17	Not reported—Settled by mutual agreement
	Loc. 127 (CLC)					June	24	
Shippegan Division National Sea Products Ltd., Shippegan, N.B.	Can Seafood Workers		389	1,170	1,170	June	18	Wages—Settled by mutual agreement.
	Loc. 117 (CLC)					June	21	
Galco Food Products Ltd., Toronto, Ont.	Food Workers		114	340	340	June	26	Wages—
	Loc. P1105 (AFL-CIO/CLC)					—		
Hiram Walker & Sons Ltd., Winfield, B.C.	Distillery Workers		125	250	250	June	27	Contract issues—
	Loc. 202 (AFL-CIO/CLC)							
RUBBER								
Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.	Rubber Workers		1,200	24,000	102,000	Feb.	28	Wages & fringe benefits—
	Loc. 133 (AFL-CIO/CLC)					—		
Pervel Ltd., Montréal, Qué.	Steelworkers		150	—	5,850	April	4	Wages & fringe benefits—Not reported
	Loc. 7625 (AFL-CIO/CLC)					June	2	
Goodyear Tire and Rubber Co. of Canada Ltd., Toronto, Ont., Bowmanville, Ont.	Rubber Workers		2,150	46,070	102,790	April	25	Wages, cost-of-living clause—
	Locs. 1896 & 232 (AFL-CIO/CLC)					—		

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues Result
					June	Accumulated			
Goodyear Tire and Rubber Co.	Rubber Workers Loc. 774 (AFL-CIO/CLC)	Valleyfield, Qué.		600	3,000	15,300	May June	2 10	Company's right to suspend hourly employees—Settled by mutual agreement.
Consumer's Glass, Waterloo, Qué.	Rubber Workers Loc. 691 (AFL-CIO/CLC)			156	1,090	3,590	May June	8 12	Wages, fringe benefits, compulsory overtime—Settled through conciliation.
American Biltrite (Canada) Ltd., Sherbrooke, Qué.	CSD			367	6,970	10,640	May —	16	Cost-of-living adjustments, firing of foreman—
Protective Plastic Co. Ltd., Scarborough, Ont.	Machinists Loc. 1257 (AFL-CIO/CLC)			116	1,740	1,740	June —	10	Wages, cost-of-living allowance—
Union Carbide of Canada (Plastic Prod. Division) Lindsay, Ont.	Graphic Communications Union Loc. 512 (AFL-CIO/CLC)			400	2,860	2,860	June —	21	Wages & fringe benefits—
TEXTILES									
Celanese Canada Ltée, Coaticook, Qué.	CSD			230	4,930	7,890	May —	13	Wages & other questions, work schedule—
Wabasso Ltée, Shawinigan, Qué.	United Textile Workers Loc. 323 (AFL-CIO/CLC)			180	1,600	2,690	May June	23 13	By sympathy with Wabasso employees at Trois-Rivières —Return under threat of injunction.
Collins & Aikman Ltd. Farnham, Qué.	CSD			250	4,170	4,170	June June	7 27	Wages, fringe benefits—Settled through conciliation
Decor Metal Penetang, Ont.	Textile Workers Union Loc. 1698 (AFL-CIO/CLC)			540	5,940	5,940	June June	7 24	Wages—Settled by mutual agreement.
Consolidated Textiles Ltd., Alexandria, Ont.	Textile workers Union Loc. 1664 (AFL-CIO/CLC)			200	2,930	2,930	June —	10	Slowness in negotiations wages—
KNITTING MILLS									
Penmans Ltd., Saint-Hyacinthe, Qué.	CNTU			330	6,270	6,600	May —	31	Wages—
CLOTHING									
Edmont Canada Ltd., Cowansville, Qué.	Rubber Workers Loc. 821 (AFL-CIO/CLC)			170	2,910	2,910	June —	7	Cost-of-living escalator clause—
WOOD									
Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)			200	4,000	90,400	Sept. 1972 —	13	Protest against the suspension of fellow workers for alleged slowdown.
Northwood Manufacturing Burnaby, B.C.	Carpenters Loc. 1928 (AFL-CIO/CLC)			185	2,780	10,090	April June	4 24	Wages, benefits, seniority—Settled by mutual agreement.

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date		Major Issues
Location			June	Accu- mulated	Termination Date		Result	
	Eurocan Pulp & Paper Co. Ltd., Kitimat, B.C.	United Paper- workers Locs. 1127 & 298 (AFL-CIO/CLC)	105	2,250	3,860	May —	10	Schedule
	Federated Co-op Ltd., Canoe, B.C.	Woodworkers Loc. 1-417 (AFL-CIO/CLC)	200	100	700	May June	28 3	Displacement of a worker— Settled by mutual agreement.
	H & K Plywood, Canoe, B.C.	Woodworkers Loc. 1-417 (AFL-CIO/CLC)	145	70	430	May June	29 3	Displacement of a worker— Settled by mutual agreement.
	MacMillan & Bloedel, Port Alberni, B.C.	Woodworkers Loc. 185 (AFL-CIO/CLC)	650	1,950	3,250	May June	30 6	Not reported— Not reported
	Newfoundland Hardwoods Ltd., St. John's, Nfld.	Carpenters Loc. 2564 (AFL-CIO/CLC)	100	350	350	June June	12 18	Cost-of-living adjustment— Return of workers.
	Koppers International Canada Ltd., Burnaby, B.C.	Woodworkers Loc. 1-357 (AFL-CIO/CLC)	140	1,330	1,330	June —	17	Grievance—
	Les Industries Baribeau Inc., Lévis, Qué.	CSD	175	530	530	June June	19 25	Cost-of-living adjustment & suspension of four employees—Settled by mutual agreement.
FURNITURE & FIXTURES								
	Matelas Supreme Inc., Saint-Narcisse, Qué.	Building and Woodworkers Federation (CNTU)	110	2,090	13,310	Jan. —	8	Wages & working conditions—
	Sklar Furniture Ltd., Whitby, Ont.	Upholsterers Loc. 50 (AFL-CIO/CLC)	600	6,000	11,400	May June	20 17	Wages, cost-of-living— Settled by mutual agreement, wage increase, cost-of-living bonus.
PAPER								
	Consolidated Bathurst Packaging Limited, Hamilton, Ont.	Woodworkers Loc. 2-69 (AFL-CIO/CLC)	220	4,400	7,840	May —	10	Wages, incentive bonus & vacations—
	Consolidated Bathurst Packaging Ltd., Whitby, Ont.	Woodworkers Loc. 242 (AFL-CIO/CLC)	224	4,480	7,680	May —	11	Wages, cost-of-living adjustment—
	Consolidated Bathurst Packaging Limited, St. Thomas, Ont.	Woodworkers Loc. 2-337 (AFL-CIO/CLC)	135	2,700	4,630	May —	11	Wages, fringe benefits—
	Canadian Cellulose Co. Ltd., Prince Rupert, B.C.	Pulp & Paper Workers of Canada Loc. 4 (CCU)	250	1,000	2,000	May June	28 7	Not reported Not reported
	Tahsis Company, Gold River Pulp Mill, Gold River, B.C.	Pulp & Paper Workers of Canada Loc. 11 (CCU)	378	7,290	7,290	June —	3	Not reported
	Consolidated Bathurst Packaging Ltd., Montréal, Qué.	Woodworkers Loc. 2-279 (AFL-CIO/CLC)	370	7,030	7,030	June —	3	Wages & fringe benefits



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues Result
					June	Accumulated			
	Jos, Ford & Cie Ltée, Portneuf Station, Qué.		Woodworkers Federation (CNTU)	353	3,530	3,530	June 5 June 17		Grievance: job seniority Settled by mutual agreement.
PRINTING & PUBLISHING									
	Journal de Montréal Montréal, Qué.		Communication Workers Federation (CNTU)	106	110	110	June 12 June 12		Cost-of-living adjustment Return of workers.
	Ottawa Citizen and Ottawa Journal, Ottawa, Ont.		Four Unions (Council of Newspaper Unions)	550	550	550	June 13 June 15		Slowness in negotiations— Return of workers
	Ottawa Citizen and Ottawa Journal Ottawa, Ont.		Four Unions (Council of Newspaper Unions)	550	550	550	June 26 June 27		Not reported
PRIMARY METALS									
	Canadian Electrolytic Zinc, Valleyfield, Qué.		Steelworkers Loc. 6486 (AFL-CIO/CLC)	406	—	11,770	April 20 June 3		Wages and working conditions—Settled by mutual agreement wage increase, cost-of-living formula.
	Fonderies de Sorel Ltée, Sorel, Qué.		Steelworkers' Federation CNTU	270	3,240	5,670	May 14 June 19		Wages, work schedule— Settled by mutual agreement
	Québec Iron Foundries Ltd., Mont-Joli, Qué.		Steelworkers Loc. 6506 (AFL-CIO/CLC)	146	3,130	4,590	May — —	18	Wages, safety—
	Fonderie Sainte-Croix, Saint-Jean, Qué.		Steelworkers Locs. 7016-2 & 6490 (AFL-CIO/CLC)	116	2,200	3,190	May — —	21	Wages, contract terms & other issues—
	Noranda Metal Industries Ltd., Annacis Island, B.C.		Can. Assoc. of Industrial Mechanical Workers(CCU)	208	4,160	4,160	June — —	1	Wages, cost-of-living clause—
	Canron Limited, Hamilton, Ont.		Steelworkers Loc. 2940 (AFL-CIO/CLC)	200	1,800	1,800	June 1 June 14		Wages—Wage increase & cost-of-living allowance.
	Reynold's Extrusion Sainte-Thérèse, Qué.		Steelworkers Loc. 6087 (AFL-CIO/CLC)	120	600	600	June 17 June 25		Wages & fringe benefits— Return of workers pending negotiations.
	Kanmet Limited, Cambridge, Ont.		Moulders Loc. 194 (AFL-CIO/CLC)	150	150	150	June 17 June 18		Wages—Settled by mutual agreement.
METAL FABRICATING									
	Neptune Meters Ltd., Toronto, Ont.		Steelworkers Loc. 3813 (AFL-CIO/CLC)	185	—	9,810	March 18 June 3		Wages, fringe benefits— NR
	Hawker Siddeley Industries Windsor, Ont.		Steelworkers Loc. 2471 (AFL-CIO/CLC)	170	3,400	8,670	April 18 —		Not reported—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				June	Accu- mulated	Termination Date	
Location							Result
	Simonds Canada Saw, Granby, Qué.	Steelworkers Federation (CNTU)	346	4,840	14,870	April 20 June 21	Wages, fringe benefits—Settled through conciliation.
	Morrow Screw & Nut Co. Ltd., Ingersoll, Ont.	Steelworkers Loc. 3683 (AFL-CIO/CLC)	225	—	3,150	May 13 June 3	Wages—Wage increase in two year contract.
	MTD Products Canada, Kitchener, Ont.	Auto Workers Loc. 1524 (CLC)	250	—	1,500	May 24 June 3	Wages—Settled by mutual agreement.
	Accessories Manufacturers Ltd., Saint-Rémi, Qué.	Steelworkers Loc. 7625 (AFL-CIO/CLC)	107	2,030	2,140	May —	Wages & fringe benefits—
	Ellett Copper & Brass Co. Ltd., Vancouver, B.C.	Sheet Metal Workers Loc. 28 (AFL-CIO/CLC)	130	1,950	1,950	June 2 June 24	Wages, cost-of-living clause—Not reported
	McNamara Industries & East Steel Industries St. John's, Nfld.	Machinists Loc. 950 (AFL-CIO/CLC)	153	1,300	1,300	June 4 June 17	Jurisdictional dispute wages—not reported
	York Division Saint-Jérôme, Qué.	Steelworkers Loc. 6333 (AFL-CIO/CLC)	156	2,340	2,340	June —	7 Cost-of-living escalator clause—
	Stanley Works of Canada Ltd., Roxton Pond, Qué.	Machinists Loc. 909 (AFL-CIO/CLC)	258	1,940	1,940	June —	18 Cost-of-living escalator clause—
	Robertson Building Systems, Hamilton, Ont.	Steelworkers Loc. 4166 (AFL-CIO/CLC)	160	800	800	June 20 June 27	Wages—Wage increase.

## MACHINERY

Stewart Warner Corp. of Canada Ltd., Belleville, Ont.	Auto Workers Loc. 1538 (CLC)	150	2,790	7,070	April 22 June 27	Wages, union shop Settled by mutual agreement; wage increase in 2-yr. contract.
Industrie Tanguay Ltée, Saint-Prime, Qué.	CNTU	166	2,160	2,330	May 30 June 19	Wages—Settled by mutual agreement.
Phoenix Steel, Saint-Paul l'Ermite, Qué.	Sheet Metal Workers Loc. 116 (AFL-CIO/CLC)	140	2,660	2,800	May —	31 Wages, fringe benefits—
Gould Manufacturing Ltd., St. Thomas, Ont.	Machinists Loc. 1975 (AFL-CIO/CLC)	370	7,400	7,770	May —	31 Wages, cost-of-living
Hill Refrigeration of Canada, Carrie, Ont.	Steelworkers Loc. 6547 (AFL-CIO/CLC)	160	720	720	June —	24 Cost-of-living adjustment—

## TRANSPORTATION EQUIPMENT

United Aircraft of Canada Limited, Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	2,600	49,400	317,200	Jan. —	7 Against company's refusal to reinstate 21 suspended workers; wages—
Welles Corp. Ltd., Windsor, Ont.	Auto Workers Loc. 195 (CLC)	160	3,200	10,800	March —	24 Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues Result
					June	Accumulated			
National Auto Radiator Windsor, Ont.	Auto Workers Loc. 195 (CLC)	400	8,000	17,600	April 29	—	Wages—		
Sno Jet (Conroy du Canada), Thetford Mines, Qué.	Steelworkers Loc. 7354 (AFL-CIO/CLC)	275	2,750	4,130	May 27 June 17		Wages, cost-of-living index hours—Settled through conciliation; wage increase, reduction in hours.		
Eaton Yale Ltd., Suspension Division, Chatham, Ont.	Auto Workers Loc. 127 (CLC)	650	930	2,560	May 29 June 2		Grievance—Settled by mutual agreement.		
Hayes Dana Limited, Thorold & St. Catharines, Ont.	Auto Workers Loc. 676 (CLC)	1,600	32,000	32,000	June —	1	Wages & fringe benefits—		
Heatex, LaSalle, Qué.	CNTU	320	4,960	4,960	June —	6	Fringe benefits—		
Industrie L'Islet Inc. Isletville, Qué.	CSD	285	4,280	4,280	June —	7	Wages—		
Ford Canada, Oakville, Ont.	Auto Workers Loc. 707 (CLC)	3,500	3,500	3,500	June 12 June 13		Suspensions of a shop steward— Return of workers.		
Volvo Canada Ltd., Halifax, N.S.	Auto Workers Loc. 720 (CLC)	185	1,110	1,110	June —	21	Wages—		
International Harvester Co. of Canada Ltd., Chatham, Ont.	Auto Workers Loc. 127 (CLC)	1,250	2,500	2,500	June 21 June 25		Lack of communication between personnel & bargaining agents— Settled by mutual agreement.		
Essex International of Canada Ltd., Ingersoll, Ont.	Steelworkers Loc. 7030 (AFL-CIO/CLC)	600	600	600	June 24 June 26		Grievance—Return of workers.		
ELECTRICAL PRODUCTS									
Phillips Cables Ltd., Scarborough, Ont.	Steelworkers Loc. 7276 (AFL-CIO/CLC)	197	990	11,430	March 16 June 10		Not reported— Not reported		
Inglis Limited, Toronto, Ont.	Steelworkers Locs. 2900 & 4487 (AFL-CIO/CLC)	970	19,400	58,200	April —	5	Wages, fringe benefits—		
Hupp Canada Ltd., L'Assomption, Qué.	Machinists Loc. 1148 (AFL-CIO/CLC)	800	4,000	5,200	May 30 June 10		Cost-of-living adjustment— Settled by mutual agreement.		
Emerson Electrical (Motor Division) Canada Limited, Markham, Ont.	U.E. Loc. 522 (CLC)	245	4,900	4,900	June —	1	Wages, fringe benefits, compulsory overtime—		
Sperry Gyroscope Sperry Rand Canada Ltd., Ottawa, Ont.	Auto Workers Loc. 641 (CLC)	150	1,500	1,500	June —	17	Wages, cost-of-living escalator clause—		



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
	Location			June	Accu- mulated	Termination Date	Result
NON-METALLIC MINERAL PRODUCTS							
	Engelhard Industries of Canada Ltd., Toronto, Ont.	CLC Directly Chartered Loc. 24529 & Chemical Workers Loc. 424 (AFL-CIO/CLC)	100	300	3,200	April 22 June 6	Not reported—Settled through mediation
	Canron Ltée, Montréal, Qué.	Steelworkers Loc. 6425 (AFL-CIO/CLC)	157	1,570	5,960	April 23 June 15	Not reported—
	3M Canada Ltd., London, Ont.	Auto Workers Loc. 27 (CLC)	416	8,320	12,690	May — 16	Wages and fringe benefits—
	Westroc Industries Ltd., Clarkson, Ont.	Cement Workers Loc. 366 (AFL-CIO/CLC)	146	2,920	3,580	May — 27	Wages & fringe benefits—
	Vibrex Inc., Charlesbourg, Qué.	CSD	200	100	100	June 4 June 5	Cost-of-living indexation—Return of workers.
	Vibrex Inc., Charlesbourg, Qué.	CSD	200	400	400	June 10 June 12	Cost-of-living adjustment—Settled by mutual agreement.
	19 Concrete Firms Various locations B.C.	Teamsters Loc. 213 (Ind.)	450	2,700	2,700	June — 21	Wages & fringe benefits—
	Ciment Indépendant Inc. Montréal, Qué.	Int. Operating Engineers Loc. 791-B (AFL-CIO/CLC)	300	300	300	June — 27	Wages & fringe benefits—
CHEMICAL PRODUCTS							
	Uniroyal Ltd. (Chemical Division), Elmira, Ont.	Steelworkers Loc. 13691 (AFL-CIO/CLC)	165	3,540	4,130	May — 26	Wages and fringe benefits—
MISCELLANEOUS							
	M.C.A. Records (Canada), Cornwall, Ont.	I.U.E. Loc. 539 (AFL-CIO/CLC)	156	80	80	June 10 June 10	Cost-of-living adjustment—Settled by mutual agreement.

## Construction

Plastering Assoc. of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)			250	5,000	44,500	Oct. 17 1973	Not reported—
Saskatchewan Construction Assoc. Various locations, Sask.	Various Unions			4,200	84,000	248,600	April — 1	Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					June	Accumulated			
Construction Labour Relations Association	I.B.E.W. Loc. 213 Plumbers Loc 170 (AFL-CIO/CLC) and other unions	Province-wide, B.C.		37,187	743,740	1,428,740	May —	1	Wages, fringe benefits—work week, cost-of-living clause—
Various construction associations	QFL, CNTU & CSD	Various locations, Province-wide, Qué.		95,000	517,500	517,500	June June	6 25	Cost-of-living adjustment—Wage increase.
Various construction contractors,	Teamsters Loc. 362 (Ind.)	Edmonton, Alta.		100	1,000	1,000	June June	10 21	Wages, union recognition—Wages increases.

## Transportation and Utilities

### TRANSPORTATION

*Air Canada, Montréal, Winnipeg, Edmonton & Vancouver	Machinists Various Locals (AFL-CIO/CLC)		3,178	3,180	3,180	June June	28 29	Cost-of-living adjustment Return of workers after 24 hours.
CTCUM/MUCTC Montréal, Qué.	Brotherhood of Bus and Metro Drivers (Ind.)		150	150	150	June June	24 25	Cost-of-living adjustment—Return of workers.
CTCUM/MUCTC Montréal, Qué.	Brotherhood of Bus and Metro Drivers (Ind.)		3,200	3,200	3,200	June June	27 28	Respecting security guards' picket lines—Return after injunction issued.

### COMMUNICATIONS

Manitoba Telephone Systems, Various locations, Man.	IBEW Loc. 435 (AFL-CIO/CLC)		2,500	21,430	21,430	June June	14 27	Wages, hours of work—Settled through mediation.
B.C. Telephone Co., Lower Mainland, B.C.	Federation of Telephone Workers of B.C. Loc. 23 (CLC)		145	290	290	June June	21 25	Reclassification of an Return of workers.
B.C. Telephone Co., Province-wide, B.C.	Federation of Telephone Workers of B.C. (CLC)		10,000	20,890	20,890	June June	24 29	Suspension of an employee—Agreement to submit to arbitration.

## Trade

Darrigo's Food Markets, Toronto Ont.	Food Workers Locs. 175 & 633 (AFL-CIO/CLC)		217	4,520	9,220	May —	1	Wage and fringe benefits—
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### WHOLESALE

Société coopérative agricole Chicoutimi, Chicoutimi, Qué.	CNTU		100	200	200	June June	3 5	Cost-of-living index—Return under injunction.
Ferronnerie Côté Boivin, Chicoutimi, Qué.	CNTU		100	1,900	1,900	June —	3	Wages—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1974 (PRELIMINARY)(CONCL'D)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date		Major Issues
Location	Union		June	Accu- mulated	Termination Date		Result
HEALTH & WELFARE							
Hôpital Notre-Dame, Montréal, Qué.	Services Federation (CNTU)	2,229	11,940	18,310	May 16 June 27	Employees reclassification & other grievances—not reported.	
Kelowna General Hospital, Kelowna, B.C.	B.C. Hospital Employees Union Loc. 180	288	1,010	1,010	June 20 June 25	Grievance—Settled by mutual agreement.	
PERSONAL SERVICES							
Nelson's Laundries Ltd., Vancouver, B.C. & Nanaimo, B.C.	Retail Wholesale Union Loc. 580 (CLC)	165	3,300	4,130	May — 27	Wages, fringe benefits—	
Public Administration							
PROVINCIAL ADMINISTRATION							
British Columbia Government, Lower Mainland, B.C.	Inter-provincial Power Engineers Association	250	250	250	June 17 June 18	Union representation—Not reported	
LOCAL ADMINISTRATION							
City of Kamloops, Kamloops, B.C.	Public Employees Loc. 900 (CLC)	275	5,110	23,970	March 1 June 27	Wages and fringe benefits Return of workers after Industrial Enquiry Commission appointed.	
City of Saskatoon, Sask.	Public Employees (2 locals) (CLC)	600	600	600	June 10 June 10	Not reported— Not reported	

\*Federal Jurisdiction



# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

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**Strikes and Lockouts in Canada** (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1971.

**Wage Rates, Salaries and Hours of Labour, 1973**. An annual report in four volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; Volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$2.50. (Bilingual) Cat. No. L2-556.

**Working Conditions in Canadian Industry, 1972**. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

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**Workmen's Compensation in Canada**. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

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**Bibliography, Occupational Safety and Health**. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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# the labour gazette

november 1974

U.K. Labor cut  
inflation at 8.2

By JOHN DUNFORD

The Star's London Bureau

LONDON — Most British  
housewives will probably  
agree with the Tory who  
charged last night that  
Labor Chancellor Denis  
Healey was talking "moon-  
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## Unions

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Contract from 24 to 31

## right to strike

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No significant  
changes were  
forecast, report said

Smith described the Conference  
Board as a private, non-profit organi-  
zation supported by about 500 Cana-  
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quarter of 1975, and then by a  
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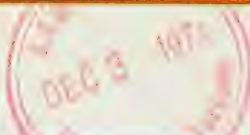
It sees interest rates on cr  
cial paper peaking in the fourth  
ter of 1974 at about 12 per cent  
then declining gradually to about nine  
per cent by the last quarter of 1975.

The decline in housing starts is

# could end violence unions

By JOHN WILDCUST  
The United Labor Organization  
has been told among others in  
the National Trade Union  
Council (NTUC) in  
could be  
secuted under long-standing  
Law banning  
restrain trade, a provincial  
said.





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Labour  
Canada

Travail  
Canada

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# NEWS BRIEFS

## CMCS Powers Grow

The Canada Manpower Consultative Service (CMCS) will now provide increased federal assistance to employers and workers, Robert Andras, Minister of Manpower and Immigration, announced in August. CMCS will be able to authorize payment for up to 100 per cent of the costs for manpower planning needs incurred during industrial expansion or for worker adjustment problems during slowdowns caused by social or economic pressures. Previously, payment could be provided only for up to 50 per cent of the costs incurred.

The CMCS administers the Canada Manpower Adjustment Program, which began in 1963 while the Service was part of the Department of Labour. It provides a means of bringing together management and labour unions at the plant or industry level to plan for suitable adjustment of workers affected by technological or other change. As a result of the wider terms of reference, the CMCS will now be able to study such aspects of labour as job satisfaction, job enrichment, job barriers, and problems of the work environment.

## Salary Comparisons

Salaries for Canadian clerical workers average \$128 a week, only \$3 below their American counterparts, according to a survey by the Administrative Management Society of Pennsylvania. Last year the Canadian salaries rose 16.4 per cent to the February 1974 average of \$128; salaries for American clerical employees, subject to wage and price guidelines, rose 6.5 per cent to an average of \$131 a week.

Office salaries in Canada (Montreal, Toronto, and St. John's were purposely omitted from the survey) ranged from \$90 for a mail clerk to \$160 for an accounting clerk \$155 for a secretary to a high-level executive. Data processing personnel received an average of \$166 last year, an increase of \$27 a week, or 19.4 per cent. Telephone switchboard operators' wages rose an average 10 per cent, to \$111; they were more fortunate than bookkeeping machine operators, whose salaries increased only 3.7 per cent, to \$113.

Most companies in the United States — 64 per cent — required their employees to work 40 hours a week,

compared with only 5.3 per cent of companies in Canada; more than 90 per cent of companies in Canada required workers to work 37.5 hours or less a week.

## Law and Working Women

The Women's Bureau of the Canada Department of Labour has just released a new publication entitled "The Law Relating to Working Women."

Designed to serve as a reference document for a wide variety of legislation affecting women workers, the publication deals with both federal and provincial legislation and in each instance provides the name and address of the administering authority.

"The Law Relating to Working Women" includes information under such headings as discrimination in employment on grounds of sex, equal pay for work of equal value, maternity leave and benefits, hours of work including limitations on night work, legislation prohibiting the employment of women underground, and other legislation affecting the conditions of employment of women.

The publication also outlines a number of international conventions on similar subjects.

## Workweek Studied

The standard workweek for non-office employees in Canadian manufacturing industries has changed little since the 1950s, according to a Federal Department of Labour study called Trends in Working Time.

The study reports that, despite widespread speculation about a decline in the work ethic and predictions about more leisure time in the future, the 40-hour workweek has been the norm for a number of years. Reasons offered include the high priority employees place on income (they would



rather make more money than work shorter hours) and the fact that employees are enjoying more paid absence from work in forms other than reduced hours of work — vacation benefits, paid holidays, paid time off for personal reasons.

According to the study, the 40-hour workweek is not expected to remain constant indefinitely. For example, the recent interest in the compressed workweek and flexible working hours will, in the long run, reinforce the downward trend in the number of hours of work.

Copies of the study report may be obtained by writing to the Economics and Research Branch, Canada Department of Labour, 340 Laurier Avenue West, Ottawa, Ontario K1A 0J2.

## IR Appointment

Dr. Laurence A. Kelly has been appointed Acting Director of the Queen's University Industrial Relations Centre from August 1974 to August 1975. Dr. Kelly, Assistant Director of the Centre, replaces Director Dr. W. Donald Wood, who will be on sabbatical leave in England during that time.

## Toronto Transit

Labour expert Senator Carl Goldenberg is arbitrating the outstanding issues in the recent 23-day Toronto transit strike. The transit walkout, Toronto's first in 23 years, ended September 4 when 5,700 transit employees returned to work after striking on August 12, and staying off the job four days after the Ontario Government passed a law ordering them to return to work. On strike at the same time were drivers for Gray Coach Lines, a wholly-owned subsidiary of the Toronto Transit Commission that has exclusive license to serve hundreds of communities over the Highway 11, Toronto to North Bay route.

The walkout began when negotiations foundered between Division 113 of the Amalgamated Transit Union and the TTC. Contentious issues among the 142 union demands included wages, a cost of living formula, scheduling and split shifts, premiums for weekend work, and the use of part-time and temporary drivers for rush-hour duties. A provincial mediator had been working on the dispute before the strike began.

The strike was into its 19th day when Ontario Premier William Davis — citing the public needs as being more important than union or management interests — summoned the provincial Legislature into special session on August 29. It was the first time the Legislature had been called into special session to deal with a single issue and one of the few times it has been asked to terminate a strike by ordering workers back to their jobs. A back-to-work bill was passed in the early hours of the following day. The bill called for the workers to return to their jobs, with outstanding issues to be decided by a Government-appointed arbitrator. The legislation also provided for a 12 per cent wage increase retroactive to July 1 (the day after the previous contract expired) to be awarded to the workers. Penalties for non-compliance with the law included individual fines of \$1,000 a day and company or union fines of \$10,000 a day.

At a meeting of transit workers following the bill's passage, a majority of the union members rejected by voice vote a return to work, but they reversed their stand when a secret vote was taken three days later; in the secret ballot, the workers voted 78 per cent in favor of returning to work.

The transit strike forced more than 600,000 Toronto commuters to find alternate means of transportation, affected the Canadian National Exhibition and the opening of the new Metropolitan Toronto Zoo, isolated hundreds of communities served by



Photothèque

Gray Coach Lines, and cost Toronto commercial enterprises an estimated \$50 million in lost revenue.

## Award Winner

Ed Cosgrove, the one-man editorial staff of *Labour Review*, the bimonthly publication of the Ontario Federation of Labour, was awarded one of the top awards in the International Labor Press Association annual competition last August.

For the third time since 1959, the *Review* won the top award for general excellence in both content and makeup in the competition for central body publications. Cosgrove, also the OFL Public Relations Director, is the *Review's* reporter, editor and photographer; he also received an honourable mention for feature writing in the same contest.

The ILPA contest is open to all AFL-CIO/CLC labour publications in Canada and the United States.

## Course Directory

The Economics and Research Branch of the Canada Department of Labour has published a new "Labour and Industrial Relations Course Directory."

The directory, one of a number of research projects produced in consultation with representatives of unions and management, offers a comprehensive guide to the multitude of courses and programs on labour and industrial relations offered by Canadian universities and colleges.

The directory has been organized into three main sections: courses oriented to management, courses of interest to labour, and courses related to both. It is available from the Economics and Research Branch in Ottawa.

## Pension Funds

Although more than 23 million Americans rely on private pension plan dollars to help provide a comfortable standard of living after they retire, many of them have had no real assurance that they would ever see a cent of the money. Now, they will be protected by federal legislation designed to ensure that employees collect the benefits to which they are entitled.

Since private pension plans were established about 100 years ago, inequities have been common, reports *Time* magazine. "Some workers have discovered that after years of service to an employer, they had somehow failed to qualify for benefits. Others found that changing jobs or being put on layoff could deprive them of their benefits. The disappearance of a company through collapse or merger, or the bankruptcy of its pension fund because of inept or corrupt management...could leave veteran workers with little retirement income or none."

The new Employee Benefit Security Act will create a Pension Benefit Guaranty Corporation to insure pensions. With only a few exceptions, an employer who sets up a pension plan must buy insurance from the PBGC. If a company or its pension fund collapse, the federal agency can pay up to \$750 a month to workers who

were vested (had acquired pension rights that could not be forfeited if they left the company). The new legislation requires that employees be fully vested after 10 or 15 years of service. In addition, says *Time*, employers must make specified minimum annual contributions to the fund, give the Secretary of Labor an annual audit certified by an independent accountant, and follow new rules aimed at ensuring honest management.

"But the law does not go far enough to please many advocates of pension reform," *Time* notes. "No employer would be required to set up a pension plan. Many blue-collar workers take their jobs at 16 but would not have to be included in pension plans until they are 25 (although they must then be given credit for three years' vesting)." Karen W. Ferguson, a Washington lawyer, complains that not requiring full vesting for 10 or 15 years is unfair, given the high mobility of the U.S. labor force. She is quoted as saying: "An employee fortunate enough to stay under a single pension plan throughout his work life will always be better off than his fellow worker who changes jobs." The bill has also been criticized for allowing employers to choose the vesting plan that costs the least and provides the least protection to the employee.

## Workers' Rights

The Commission of the European Economic Community has recommended to the Council of Ministers that legislation of EEC member states be harmonized, in order to protect workers' rights and interests in the event of mergers, takeovers or amalgamations.

Mergers and takeovers have been frequent in the EEC during the last few years. The number of mergers between enterprises in the six original member states rose from 173 in 1962 to 612 in 1970. Many of these merg-

ers have had far-reaching effects on the employees involved.

The Commission's recommendations are intended to ensure that employees will not forfeit essential rights and interests acquired prior to a change of employer. This objective would be achieved through automatic transfer of the employment relationship from the old to the new employer; protection of employees against dismissal due solely to a structural change in the enterprise; and consultation and negotiations regarding employees' interests. Unresolved issues would be subject to binding arbitration.

## Paid to Quit

West German auto maker Opel, a subsidiary of General Motors, is reportedly offering its employees bonuses ranging from \$2,200 to \$4,000 if they quit their jobs. A company spokesman reportedly said that the plan was prompted by the success of a pay-for-quitting incentive plan used by Volkswagen, Germany's largest automaker. Both Opel and Volkswagen have reported serious sales declines this year. Volkswagen offered bonuses of \$2,000 to \$3,600 to workers who voluntarily resigned in June, and a spokesman said there were almost 3,500 takers.

## New Job Program

The U.S. Government has launched a new drive to create jobs where unemployment is high. It is pumping more than \$600 million into state and local programs to hire public service workers. The federal money is being used to pay 95,000 trainees in jobs ranging from librarian to truck driver. These people, many of them welfare recipients, will be put in what are described as "interim" jobs with the hope that many will move, eventually, onto regular public-service payrolls supported by local taxpayers. Among the criteria for the public service employment drive: (1) people must have been unemployed for at least one month, or



underemployed; (2) those taken on as trainees are to receive the same pay as regular public employees and to enjoy the same fringe benefits and working conditions; (3) veterans and welfare recipients are to be given special consideration in hiring; (4) jobs can be in any public agency — schools, hospitals, libraries, parks, police and fire departments; (5) the number of jobs in each area is keyed to the level of unemployment. Hiring will be restricted to areas of substantial unemployment, places where at least 6.5 per cent of the labour force is out of work.

## EEOC in Action

The U.S. Government's increasingly hard line against job discrimination is persuading more and more companies to treat all workers equally, regardless of race, sex or age. Firms that don't measure up face the threat of big damage suits. The Equal Employment Opportunity Commission is exercising its broad new enforcement powers, and the result has been a number of multimillion-dollar settlements with major companies, and, in one instance, with an entire industry (LG, July, p. 461). Unions as well as companies have been the subject of anti-discrimination actions.

Created under the Civil Rights Act of 1964, EEOC had little real power during its first seven years. Although it could investigate charges of job discrimination, the threat of adverse publicity was its only weapon against employers who did not comply with the law. That changed when the 1972 Equal Employment Opportunity Act gave the Commission the power to sue employers if conciliation efforts failed. The Commission's scope was also broadened to cover firms with 15 or more employees instead of those with 25 or more. The Commission now has authority over an estimated 66 million workers — 75 per cent of the U.S. workforce.

The more active role of the EEOC became apparent a year ago, some time after it won a landmark settlement from American Telephone and Telegraph Company, the country's largest employer of women. AT & T agreed to pay \$15 million in back pay and \$35 million in raises to women and members of minority groups. Encouraged by this settlement, the EEOC announced that it would focus on such major targets as General Motors, Ford, General Electric and Sears, Roebuck, as well as the United Auto Workers, United Electrical Workers and other large unions. Many of these suits are pending.

Earlier this year, the Commission leveled an industry-wide suit against major steel companies and the United Steelworkers. Charged with sex and racial discrimination, they agreed to distribute \$30.9 million in back pay to the victims. The agreement also called for goals and timetables for putting more women into production jobs and more black and Spanish-surnamed workers into craft, clerical and supervisory positions.

In other recent settlements, the Georgia Power Company agreed to pay \$1.2 million in back wages and other compensation to 500 black employees, B.F. Goodrich promised to add 260 women in management positions by 1979, and El Paso Natural Gas agreed to hire more women and minority-group workers in its offices throughout the Southwest. This agreement included salary increases and back pay for 140 women and members of racial minorities.

A sharp rise in complaints, to an estimated 55,000 during the year that ended June 30, 1974, has put a severe strain on the facilities of the EEOC. As a result, its backlog of unsettled cases has soared to 90,000. Commission officials agree that the backlog is a persistent problem despite an increase in staff from 35 three years ago to the present 300, and a doubling of EEOC's budget

from \$23 million to \$43 million. They hope that broad-based lawsuits, such as that against the steel industry, will pave the way for settlement of large numbers of individual complaints on a group basis.

Complaints about discrimination because of age and cases involving the handicapped and veterans are handled by the Labor Department. But proposals have been made to transfer these functions to the EEOC in order to concentrate all equal-employment functions under one roof. EEOC officials, however, are cool to any expansion of their agency's functions until the case backlog and other problems are cleared up.

## ILO Official Dead

Yujiro Ohno, an Assistant Director-General of the International Labour Office for the past four years, died in Geneva on September 7 at the age of 54. Ohno was special assistant to the Japanese Minister of Labour before coming to Geneva in 1970 to take charge of the ILO's Social Institutions Department, which is concerned with building the organizational framework within which public authorities, employers and workers can collaborate for economic and social development. Earlier this year he had undertaken two new tasks, the supervision of the ILO's wide-ranging publishing activities, and the chairmanship of a special committee reviewing ILO personnel questions.

## Boyle Sentenced

W.A. (Tony) Boyle, former president of the United Mine Workers of America, has been sentenced to life imprisonment for his part in the murder of Joseph Yablonski, his wife and daughter. Yablonski had tried, unsuccessfully, to defeat Boyle as president of the UMW in 1970. (LG March 1970, p. 181).



# Feedback

## Out to Work

In the July 1974 issue of *The Labour Gazette* on pp. 492-493 there is an article on a recent speech on managerial effectiveness in the 1980s by William Reddin, President of W. J. Reddin and Associates of Fredericton, New Brunswick.

He said, and I quote, "....that future office employees will work at home rather than in office buildings. Managers, administrative workers and clerks will go to a special room in their homes, energize a 'facsimile' machine, the computer terminal, the teletype-writer and the closed-circuit television, and begin working."

What nonsense this is. Most men and women in the work force are glad to get out of the house and go to work. How many men whose wives are working have said to me that their wives took a job to get out of the house. In fact, when they come home at night they appreciate their home that much more. Are we to understand that men and women in the future work force are to spend all their time in an office in the basement?

I can't help thinking that many of the problems in our society today are caused by so-called experts who appear to be living in a world of their

own. It makes me think of the people that say that everyone must have a job which is a meaningful job, which usually means to be a junior executive or social worker. So that in the end, nobody wants to do the thousands of boring and monotonous jobs which literally keep our society running.

John L. Pickett,  
President, the Liberal Party  
in Alberta,  
Edmonton, Alta.

## Inherently Conflictive

I have closely followed the series of articles in the *Gazette* concerning industrial conflict and alternative dispute settlement procedures ("Arbitration in Essential Industries," LG April, May, July, September 1974). It is my judgment that most of the proposals that have been put forth are unlikely to be very effective. The reason for this is, I believe, that our system of industrial relations is inherently conflictive. A substantial amount of conflict is to be expected because of inter-union and inter-employee competition and because of the high level of distrust and animosity which characterizes the relationship between management and labour. If I am correct, we should be publicly discussing the possibility of

making major changes in the system, rather than minor alterations to it. This option, however, is not at present being seriously debated.

R.J. Adams,  
Assistant Professor Industrial Relations,  
McMaster University,  
Hamilton, Ont.

*An alternative to the adversary system*

# A PROPOSAL FOR LABOUR-MANAGEMENT PEACE IN THE PUBLIC SECTOR

**Hon. John C. Munro,  
Federal**

**Hon. William S. King,  
British Columbia**

**Hon. Burt Hohol,  
Alberta**

**Hon. Gordon T. Snyder,  
Saskatchewan**

**Hon. A.R. Paulley,  
Manitoba**

**Hon. John P. MacBeth,  
Ontario**

**Hon. Jean Cournoyer,  
Québec**

**Hon. Rodman E. Logan,  
New Brunswick**

**Hon. Walter Fitzgerald,  
Nova Scotia**

**Hon. George Henderson,  
Prince Edward Island**

**Hon. Joseph Rousseau,  
Newfoundland**

Dear Sirs:

As one of your number, the Honourable John C. Munro, commented recently: "It's a hell of a year to be Minister of Labour!" By the time 1974 ends, we will have set a new record for strikes, and man-days lost through work stoppages. And there's no relief in sight. Next year's crowded bargaining agenda threatens to produce a period of labour strife even more turbulent than the present one.

Lined up for contract negotiations in the coming months are more than 200,000 federal and provincial government employees, 100,000 railway workers, 125,000 construction workers, 52,000 paper mill employees, 38,000 miners and steelworkers, 35,000 postal workers, 27,000 textile workers, 20,000 longshoremen, 10,000 airline mechanics and flight attendants, and hundreds of other smaller groups. Altogether, about 1,000,000 workers will be seeking new agreements before the end of 1975 - and they'll be looking for annual wage boosts at least as high as the current average of just under 13 per cent being won in major 1974 settlements.

The main stimulus for the unions' rising expectations is, of course, the rapid pace of inflation. But, even if living costs level off soon, the unions next in line at the bargaining table will not be inclined to moderate their demands. Locked into two- and three-year contracts, they believe they're entitled to the same big catch-ups achieved by other unions.

Their ravenous bargaining appetites will be countered in many company boardrooms with a stiffening hold-the-line policy, making conflict and prolonged work stoppages inevitable. All the signs point to a year ahead that will be the most chaotic in Canadian labour relations history.

I'm not telling you anything you don't already know. You can see the thunderheads looming as well as I can, and you are no doubt bracing yourselves for the tempestuous confrontations to come.

You may be tempted simply to ride out these gathering storms, feeling there's nothing you can do at this stage to prevent them. And you may be right. In so far as the current wave of labour unrest is triggered by inflation, it cannot be expected to abate until after — perhaps long after — the cost of living regains some stability.

But, I think you may be unduly optimistic if you think that the militancy of Canadian workers will eventually subside if inflation is brought under control. There are disturbing indications that this will not happen. Inflation admittedly has been the catalyst that has turned so many traditionally timid groups — teachers, nurses, hospital workers, and public service employees — into bargaining belligerents. But, now that they have tasted the rewards of a more aggressive approach, they are not likely to revert to their former passivity. They will no longer be satisfied with the crumbs that fall from the bargaining table after the big, powerful unions have had their fill.

What I am suggesting, in short, is that the events of the past year are not a temporary phenomenon. We are witnessing a breakdown of organized labour's caste system. Until now, the internal union pecking order decided to a large extent how each group would fare in negotiations. The size of pay increases was regulated chiefly by size, power and industrial prestige, and only peripherally by skills and value of services. Now we see the pecking order being disarranged, as formerly docile organizations push and elbow their way to the forefront.

This new-found militancy is contagious. It has touched off a scramble, as all segments of the workforce try to re-establish their place in the lineup. "Catch-up" has come to mean not just a catch-up with the cost of living, but with other unions as well. A process of inter-union leapfrogging that is linked with inflation only as a convenience has been set in motion; and once set in motion, this process may well continue — regardless of the movement of prices and profits.

The resulting escalation of labour strife has made unions the target for mounting criticism in the press, but it is fatuous to blame the unions for this development. They are only doing what comes naturally in a jungle — and that,

I'm sure you'll agree, is what our labour relations system is. There are no standards, no guidelines, no mechanism for setting fair wage levels, or even for defining what a "fair" wage is. There is no rational, equitable method of distributing labour's share of the national income. The unions are thus left to grab as big a share as each of them can, using muscle in the absence of objective criteria by which to judge the worth of their members' work.

The various federal and provincial labour codes that you administer were designed to inject some orderliness and civility into the affairs of labour and management. But these laws are all based on an acceptance — indeed, a blatant encouragement — of the adversary system. They assume that the relationship between unions and employers must necessarily be that of antagonists. All that the laws attempt to do is to confine the most destructive consequences of that hostility within certain time limits, and to minimize their impact on the economy and the general public. In recent years, our labour laws haven't even been accomplishing those limited aims. Wildcat strikes have been proliferating, and the effects on the public when essential services are involved have become increasingly serious.

The current strike epidemic caused by inflation is only the latest in a series of strains being exerted on the institution of collective bargaining. In the October issue of **The Labour Gazette** I discuss in detail some of the other sources of stress that have combined to threaten a breakdown of our entire system of labour relations. I trace the imminent collapse of the system to the adversary concept upon which all the laws, procedures and traditions that govern labour-management affairs in this country are based. The underlying assumption has been that the best way to resolve differences between unions and employers is through a trial by combat, and that the attendant disruptions are a small price to pay for bargaining freedom.

Trial by combat may have been an appropriate philosophy for the more simple and segregated socio-economic system of the past. It is no longer appropriate or tolerable as a dispute-resolving mechanism in today's complex, interdependent society — and especially not in the public sector, which now provides employment for more than half our workforce.

The pressures are mounting for more government intervention in the collective bargaining process to avert or curtail the interruptions of vital services that work stoppages so often entail. Because governments are not only the custodians of the public interest, but also the biggest employers in the country, their ability to play both roles with fairness and objectivity is open to question. I need hardly remind you that they are having more and more trouble reconciling their functions as employers, and as administrators of laws that sanction resorting to coercive tactics.



I could expatiate at much greater length on the problems that now confront you and your governments in the labour relations field. But that should not be necessary. You are all too painfully aware of the problems. What you are looking for are solutions, and that is why I have taken the liberty of writing this letter. I have at least one constructive suggestion to offer. But before I get to it, I think it would be useful to look at the various options that are open to you.

The easiest and most tempting course is to do nothing other than react in an ad hoc way to each crisis as it occurs. That is, let the contending parties hammer away at each other; try to assist them to reach a voluntary agreement by providing skilled mediators and conciliators; and, if the worst happens, and unacceptable economic loss or public hardship ensues, enact emergency back-to-work legislation.

That is the policy now being followed by most Canadian governments. It has serious disadvantages. It allows considerable public inconvenience or economic damage to take place. It drags the legislative assemblies into industrial disputes, and converts them into impromptu labour courts. It encourages company and union negotiators to foist their responsibilities onto the legislature, not only to "get off the hook" and avoid difficult decisions, but also to extract government subsidies for better deals than they could negotiate freely between themselves.

In short, the present policy is building government intervention as a last resort into the labour relations system. And there is always the danger that some large group of workers will defy a government back-to-work order, which will thereupon be shown to be unenforceable. The jails can hold only so many workers.

Another option being urged upon you and your governments by labour illiterates, right-wingers and editorial writers is to enact prohibitions against strikes, and refer all disputes to binding arbitration. I need not embark on any lengthy rebuttal of such a regressive, unworkable proposal. You know, better than I do, that workers cannot be deprived of their sole bargaining weapon as long as the adversary system is maintained. They cannot be thrust out into the gladiatorial arena and left defenceless against their well-armed managerial opponents. They will resist any attempt to render them powerless, even to the point of defying anti-strike legislation.

Some of you, notably in Ontario and Québec, have already learned the hard way that you can't prevent work stoppages by waving your legislative wands. You may get away with it as long as the arbitration process you substitute for free bargaining produces minimally acceptable levels of wages and working conditions. But when it fails to

do so, or when the ensuing discontent rises beyond the boiling point, the employees affected will resort to strikes — or alternatively to work slowdowns, mass resignations, and other disruptive tactics — whether they have the legal right or not.

The-law-and-order fanatics may decry such violations of the law, but the fact remains that, in a democracy, governments can govern only with the consent of the governed. Laws must be respected to be obeyed; and to be respected they must be just. It is not just to force people to work against their will, under terms they consider inadequate or unfair. Sooner or later, no matter how inherently lawabiding they may be, they will rebel.

What makes strike bans and compulsory arbitration unworkable in our existing labour relations framework is that they are incompatible with the adversary system. If you are going to base your labour codes on the premise that labour and management are enemies, and that they are therefore free to wage war against each other, you can't logically object when war breaks out. And you can't logically try to prevent war from breaking out by imposing a policy of unilateral disarmament on one of the parties.

You and your governments have thus backed yourselves into a corner. And the dilemma in which you now find yourselves was perfectly illustrated by the recent experience of the Government of British Columbia, which, after extending the right to strike to municipal firemen, had to rescind that right when some firemen tried to exercise it. The point is that, whether firemen and other essential workers have the legal right to strike or not, governments can't ignore the threat to public health and safety that the withdrawal of their services eventually creates. But the converse is also true: If such workers feel sufficiently aggrieved, they will strike as a last resort, regardless of the legality or illegality of their action.

It's elementary, I know, but what has to be kept in mind is that the strike is essentially an act of desperation. It is undertaken only when all other efforts to get a fair deal have failed. If it were possible to assure workers fair treatment by some other means, they would have no need to strike. Work stoppages, in other words, can best be prevented by making them unnecessary — not by making them illegal.

They could most effectively be made unnecessary by replacing the adversary system with a demonstrably fair and rational determination of wage and benefit levels for all groups of workers.

We can safely assume, I think, that this is still a hopelessly Utopian dream. It certainly could not be achieved outside

the broader context of a fully planned and controlled economy. It would be futile to try to convert the labour-management sector into a model of co-operative harmony, while the virtues of unfettered competition were still being trumpeted — if not faithfully practised — in the private enterprise system of which it is a part.

As you are all practical politicians, you can't afford the mistake of advocating idealistic reforms. You are stuck with private enterprise — even those of you who pride yourselves on being socialists — and you are therefore also stuck with the adversary system of labour relations in the realm of private enterprise.

But you do not have to be stuck with it in the public sector. You have ample scope for change and reform in labour-management relations in the federal, provincial and municipal governments, as well as in government agencies and Crown Corporations. And it is precisely in the public sector that most of your present troubles originate. You can still afford to tolerate most strikes against private companies, for they rarely cause grave public or economic crises. But you can't much longer suffer prolonged disputes that paralyze vital services.

It should be clear to all of us by now where we went wrong. We took a collective bargaining system that was based on the adversary concept and devised for corporations and their employees engaged in the production of goods and services for profit-making purposes, and we misapplied it to the public sector, where no profits exist to be fought over.

We thus encouraged governments and their employees to regard one another as adversaries. We forced public service unions to bargain — that is, fight — for adequate employment standards. We staffed our government treasury boards and the personnel departments of our Crown Corporations with hard-nosed negotiators hired from private corporations, and instructed them to keep salaries and benefits as low as they could. At the same time, we imposed restrictions on our employees' right to strike, on the sanctimonious grounds that strikes against the public could not be countenanced.

This was an attempt to give governments all the advantages of the adversary system, and their employees all the disadvantages. It was a formula for disastrous labour relations, destined ultimately to produce the widespread conflict and turmoil we are now witnessing.

The lesson your governments have learned, and learned the hard way, is that you can't embrace the adversary system and still hope to avoid the hostilities, the resentments, the low morale, and the occasional work stoppages that that system embodies. It just can't be done. If you agree

with me that the adversary system is completely inappropriate as a method of conducting labour relations between governments and public service unions, then you had better give serious consideration to its replacement.

Essentially, that means giving your employees, voluntarily, the levels of remuneration and fringe benefits that they would otherwise have to fight and strike for under the adversary system. If you are not prepared to do that — and to allocate proportionately more of your tax revenues to finance such an enlightened approach — then you may as well stop reading this letter right now. Because, in that case, you have no alternative but to endure, on a steadily intensifying scale, the kind of labour-management trouble now plaguing you.

But let's assume that at least some of your governments are prepared to pay the price for labour peace — and I don't mean by that an excessive or extortionate price, but a reasonable price. How do you go about changing the present system? What is the first step you must take?

In my view, the first step is to set up some effective, impartial agency for determining what constitutes "fairness" and "adequacy" in pay and working conditions for public employees. I referred in the previous paragraph to a "reasonable price" for labour peace. But if neither governments nor their employees are sufficiently objective to define that term, or to set criteria for its definition, someone else must.

That leads to my proposal. I suggest that the federal Government and each of the 10 provincial governments establish, in their respective jurisdictions, a body that might tentatively be called a "Labour Peace Commission." The function of this agency would be to monitor working agreements in essential industries and services, and to propose equitable terms of settlement in each set of negotiations.

Some of you may be skeptical, and with good reason, about the efficacy of such a Commission. You have seen other government-appointed bodies produce little more than hot air, discrediting themselves through impractical theorizing or bureaucratic bumbling. You have seen others set up as a substitute for action, as a delaying device, rather than as a useful, functioning instrument. You may wonder how the kind of Commission I am proposing would differ from the federal Pay Research Bureau, which supplies statistics on employment standards for the Treasury Board and the unions representing federal Government employees.

To clear away these doubts, it is necessary to describe:

- (1) the composition of the ideal Labour Peace Commission;
- (2) its responsibilities; and



- (3) the probable effects of its activities in averting bargaining breakdowns.

The selection of Commission members would be of crucial, make-or-break importance. The chairman should be the most skilled, experienced, respected person you can find — at the federal level, someone of the stature of, say, Senator H. Carl Goldenberg. Senator Goldenberg would be ideal for the job, not only because he has a long and distinguished record as a labour relations adjudicator, but also because he is equally renowned in labour, management and government circles. Any agency headed by him would have no difficulty establishing its impartiality and credibility.

It would not be necessary to have a large number of additional members. One each from the unions, the employers, and the government should suffice. They should also be men or women of the highest calibre, preferably open-minded and innovative, rather than doctrinaire adherents of the adversary system. All members should be appointed for long terms, or even for life, to free them from any suspicion of political influence. Salaries and benefits should be set at levels sufficient to attract and hold the best candidates.

The Commission should be adequately financed, supplied with a secretariat, and authorized to hire as many competent economists, statisticians and research specialists as its work might require.

With the help of such technicians, the Commission would gather, and continually update, all facts and figures bearing on employment standards in those industries and services defined as "essential." This information would cover job skills, comparative trends in private industry, and regional and provincial living costs — in short, all relevant data needed to analyze the working conditions and pay levels of all groups of essential workers, and to judge their fairness or adequacy.

The Commission's findings would be made available to both management and union representatives prior to the start of each set of negotiations. They would constitute the definitive statistics on which a voluntary settlement could be reached.

Despite all the factual material provided by the Commission, however, an impasse might still occur. In that event, the Commission would produce — and would have prepared in advance for such a contingency — a detailed list of proposed contract improvements on which a settlement could be based. The recommendations would not cover all issues in dispute, but would include the contentious cost items most likely to be the main obstacles to a voluntary agreement.

It should be emphasized at this point that the Commission's recommended terms of settlement would not be legally binding. Either the union or the employer would be free to reject them. But if the Commission were the objective, efficient, respected body one would intend it to be, its proposed terms would be demonstrably fair and adequate. The onus would be heavy upon any union or employer rejecting them to prove they were not fair or adequate. Assuming that the Commission had done its homework well, that would be a task beyond the ability of either party. A rejection without excuse or justification would expose the union or employer concerned to tremendous pressures, not the least of which would be the likely forfeit of public sympathy.

If the worst then happened and a work stoppage ensued, your governments might eventually have to intervene. But they would have two favourable conditions for intervention that do not exist under the present patchwork system. They would have a union or employer to deal with that was clearly being unreasonable and intransigent, and thus to blame for whatever treatment your government imposed. And they would have a ready-made basis of settlement, of proven merit, to incorporate into their dispute-ending legislation.

In practice, if the Labour Peace Commission were set up and equipped to function in the way I have outlined, defiance of its proposed settlement terms by unions would be rare. Rejections by employers might be more frequent, at least until they were convinced that your government-imposed settlements would be based on the Commission's recommendations. I would expect that both sides would soon see the futility of trying to ignore the Commission, and be guided by its findings at some stage of their negotiations.

Unions, after all, don't strike frivolously or from malice. They strike because they're driven to it in their quest for fair treatment and recompense. If the commission performs in the way I envisage, it will give the unions the basis for a fair deal, and thereby obviate the need for strike action.

It will also enable your governments to escape the conflict of interest currently encountered in their dual role as both employer and lawmaker. They will not be open to the charge — as they now are — that they abuse their constitutional power to force their employees to accept substandard pay and benefits. The determination of fair and reasonable standards by an impartial tribunal would greatly simplify your government's area of responsibility. It will also probably entail a significant increase in your payroll costs, necessitating some reordering of budgetary priorities. But, as I said at the start, that's a price you must be prepared to pay if you decide to establish a Labour Peace Commission. Governments and their agencies must be willing to



become good employers, acquiescing freely in the added costs involved; otherwise, they would have no more reason to claim exemption from strikes and other labour troubles than do bad employers in the private sector.

I can't claim any originality in making the foregoing proposal. The idea of setting up such a Commission, as far as I can ascertain, was first put forward about 10 years ago by Leland Hazard of the Carnegie Institute of Technology. It aroused a brief stir among the labour relations community, but it has since sunk into oblivion. The chief reason it didn't catch on in the mid-1960s, in my view, is that there was no urgent need for it at that time. We were only beginning to enter the era of militant public service unionism, and strikes by essential workers were comparatively few.

Now that we are reaping the whirlwind of the adversary system in the public sector, the Labour Peace Commission concept is an idea whose time has come. During the past 15 years, I have studied countless proposed alternatives to jungle-law bargaining, and have found all but one of them unworkable. They have been variously too harsh, too permissive, too cumbersome, too ingenuous, too abstract. They have not taken into account all the complex economic, psychological, structural and political factors involved in the labour-management relationship.

I have reached the conclusion that there is no panacea for labour ills in a democratic society. The Labour Peace Commission is not being urged upon you as a magic cure-all. It will not eliminate all public sector strikes or interruptions of essential services. What it will do — or what it has the potential to do — is to reduce friction between unions and employers to a minimum, and to provide much-needed criteria for dispute settlements. In so doing, it will cut down greatly on the number of strikes and lockouts affecting indispensable goods and services. And that is perhaps the most we can hope for in any system that wishes to preserve basic rights and freedoms.

So please don't dismiss the idea of such a commission out of hand, without giving it careful thought. Weigh the pros and cons. Ask yourselves if you have heard any better suggestions lately. Consider your options, as I have tried to do. Then, if you are persuaded that the Labour Peace Commission proposal has merit, start the wheels moving in your departments and with your cabinet colleagues.

I sincerely hope that at least some of you will be interested enough in the idea to give it close study, and will decide in the not too distant future to act on it. Meanwhile, the next time you have to grapple with a strike or lockout that causes severe economic loss or public hardship, think

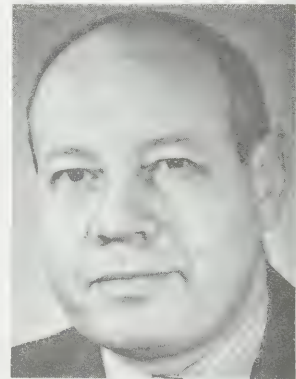
of how much better off you would be if you had a Labour Peace Commission to head such disasters off at the impasse.

Yours sincerely,



Ed Finn,  
Public Relations Director,  
Canadian Brotherhood of Railway, Transport and  
General Workers.

Ed Finn is Publications and Information Director of the Canadian Brotherhood of Railway, Transport and General Workers. He has also been Labour Columnist for *The Toronto Star* since 1968.



Murray Mosher Photo Features

# GOVERNMENT SPENDING: IS IT AS INFLATIONARY AS BUSINESS CLAIMS?

by JAMES RUSK

Cut government spending!

That's the slogan around which the business community is rallying in a search for a villain on whom to blame inflation. Speaker after speaker at businessmen's seminars, dinners and luncheons have gone to the podium to put the blame for inflation squarely on the shoulders of profligate politicians who spend money as if there were no tomorrow.

Take what the two top officials of the Bank of Montreal said within 10 days of each other in June. At a conference in Toronto, G. Arnold Hart, Chairman and Chief Executive Officer of the Bank, said: "The main source of our present difficulties is to be found in the public sector... For years we have been told, by those who espouse the economic theory that has had the dominant influence on government policies, that it is not the government spending that matters, as much as changes in the balance between their spending and revenues.

"However, it became evident to many of us some time ago that rapid increases in government spending over an extended period of time, in and of themselves, were inflationary in their impact on the economy."

What's worse, according to Hart, is that when the government has gone forward to battle inflation by turning the monetary screws down tight, it hasn't had the guts to turn them tight enough — not even in 1969 and early 1970. Here's what he had to say on the point: "You remember

the credit stringency of 1966 and the mini-recession that followed? The monetary authorities slowed money supply growth down sharply as our current long inflationary period got underway — exactly the right textbook procedure.

"The trouble was, they began to expand again too soon, and at too great a rate. And so inflation did not subside; it came on again, stronger than ever. Once again, the authorities dug in. This time in 1969 and early 1970. But again, they gave up much before inflationary pressures were eased."

Or take what Bank President F. H. McNeil had to say at a convention near Montreal, a few days before Hart spoke in Toronto.

"In weighing Canada's economic prospects, we have to ask ourselves whether the political process is so deep that we will continue to deal in fantasy, in which government, the fairy godmother, promises effortless ease and affluence with a wave of the hand, while, behind a screen of oratory, picking our pockets and frustrating some semblance of economic reality."

And later: "The increase in government spending, it is alleged, results from public demand. The truth is that politicians, scrambling for votes, continually and fraudulently promise something for nothing, and cynically mislead the people."

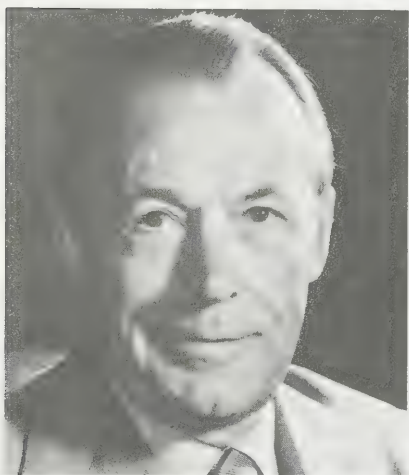
Apart from McNeil's using less moderate language than Hart, his message is about the same. The profligate politician is the wastrel of modern society. His activities must be curbed. And although what Hart and McNeil have to say probably goes over big with their business audience — telling 'em what they wanta hear is the most basic of public relations gimmicks — it should make most thoughtful Canadians a little uneasy.

For it's too simple, too easy. And, like most simple-minded approaches with a grain of truth at their base, it's devilishly hard to refute as the answer to the problem. The grain of truth at the base is that rapid rates of increases in government spending, financed through an easy stance on the part of monetary authorities, have added to demand pres-



Gerald Campbell, Toronto

Hart



Gerald Campbell, Toronto

McNeil

ures. And so they are part of the complex set of factors that cause inflation.

But rapid rates of increase in consumer spending, financed through easy credit from chartered banks and other lenders, have also added to demand pressures. And what about commodity prices? Soaring prices for food and fuel triggered our massive inflation. How did high rates of increase in government spending cause \$10-a-bushel soybeans and \$11-a-barrel oil?

The soybean price jump was set off by a failure of the anchovy harvest in Peru, and the oil price rise by the success of the Arab oil sheiks. The worldwide shortages of food and fuel and other commodities have been real. Empty bellies and empty gas tanks attest to that. And only empty heads would fail to give the shortages a central place in the inflation tragedy.

And if government spending was the chief villain in inflation, then inflation rates in various countries ought to relate to government spending in various countries. But they don't! Britain and Japan have two of the highest rates of inflation in the world. But Britain's Government spends a much larger share of the national income than the Japanese Government. And in Sweden, where the Government spends an even greater share of national income than the British, the rate of inflation is lower.

The comparisons could go on and on. But no one could find a consistent relationship between inflation rates and government spending in the industrialized world. And the reason why they wouldn't find a consistent relationship is simple: Government spending is but one factor in the inflation scenario.

And so, why do businessmen like Hart and McNeil continually play their one-note song? Partly because it goes over great with their audience. It gets approval at the country club on weekends, or at whatever private club lunch is taken. And in club circles, if businessmen couldn't rail at the government, they would be left with only the weather to talk about.

But the more dangerous reason for speeches on the evils of government spending is that businessmen truly believe that government spending is evil. For, although they pay lip service to larger goals and objectives, in the final analysis, the logic of the profit and loss statement forces businessmen into a narrow view of society. In the eyes of businessmen, the best society is the one that provides the most goods and services to its citizens at the best prices.

It's an image of man as child, really. The more toys he has, the happier he'll be. And, like parents who can't understand the ingratitude of children who have everything



but still aren't happy, businessmen can't understand the ingratitude of North American workers, consumers and politicians who have all the goods and services business provides so efficiently and still want changes in the way our societies are run.

(Whether politicians have the same image of their public as children is another question, and one beyond the scope of this essay.)

Also implicit in the businessman's view of government spending is the idea that, somehow, a dollar spent in the private sector is more worthy than a dollar spent in the public sector. And so a dollar spent on cosmetics is more worthy than a dollar spent on health care. Or a dollar spent on a dune buggy is more worthy than a dollar spent on public transit.

Which, of course, is patent nonsense. And the businessmen who make speeches about government spending know it to be nonsense in their heart of hearts. For they seldom, if ever, come down to the nitty-gritty and suggest which government spending programs should be axed.

For if they get into that kettle of fish, they will find themselves in a political debate about society's goals, objectives and priorities. And, if they ever do get into a debate about society's goals, objectives and priorities, they are going to be even more shaken by the result than they are by the current state of affairs. For any thoughtful analysis of the situation can reach only one conclusion: Public sector spending is going to grow more rapidly than private sector spending.

And for the most basic of economic reasons: Most of the needs that are not being well met by our society can, for one reason or another, be well met only by the public sector. The private sector has done an excellent job of providing goods, and some services, to people.

The new needs that the private sector is moving to serve seem more and more the product of a manipulation of man's wants by advertising and marketing means.

The needs that the public sector is moving to serve are more basic: The need for liveable cities; the need for some sort of an equitable and humane way of dealing with the institutions of an increasingly depersonalized society; the need for the disadvantaged and the underprivileged to be better treated.

Which is more important? Investment in improved facilities for the mentally retarded, or investment in luxury hotels? Investment in legal services for the underprivileged, or investment in counselling services for the rich?

Those are economic questions. For economics is simply the science of resource allocation. Business must enter this debate. It fears to, today. It digs in its heels. "Cut government spending," it says. But its fears should be groundless. Public sector investment in education pays off in economic growth in our technological world. Investment in health care results in more productive workers.

The country with the highest level of public sector activity in the industrialized world — Sweden — has one of the healthiest business communities. The world moves on. We are three-quarters of the way through the 20th century. "Cut government spending" is the motto of those who would turn back the clock, rather than push it ahead.



Toronto journalist James Rusk writes for the *Globe and Mail's* "Report on Business."

# COMPANY PROFITS: Myth and Reality

by WALTER R. LAWSON

Are profits too high? Few questions in recent times have aroused such strong feelings. In a time of severe inflation, this is perhaps not surprising, the hardpressed consumer being easy prey for those with a vested interest in promoting misunderstanding and misrepresentation.

It is, of course, undeniable that profits have been rising in terms of aggregate figures, just as the total incomes of ordinary individuals have been rising. The great difference is that as a percentage of the Gross National Product, wages and salaries are 10 times as big and important as profits. In fact, total after-tax profits in Canada last year amounted to no more than 8 per cent of the GNP. It follows that profits can, by no stretch of the imagination, be held accountable for inflation.

And yet the myth persists. It is a situation highly damaging to the fundamental ability of our economic system to continue providing us with one of the highest standards of living in the world.

Much damage has been caused — for political motives — by the repetitive association of profits with the deceptively simple, but catchy, term "rip-off." Thus, in the minds of a great number of uninformed people, "profit" and "rip-off" have become synonymous. The most frustrating aspect of this word-game for a businessman is that the answers to the facile accusations require complex and time-consuming explanations. By that time, of course, very few are listening.

I shall attempt in this article to show why good profits are necessary — and why they are far from being as "big" as many people believe them to be. Although there is some excellent in-depth reporting on profits by reputable financial columnists, economists, and business writers, their product is rarely seen or read by the public as a whole.

What does rate front-page treatment and the sensational headline is the bald report that "Profits jump 45 per cent" or whatever, with little, if any, reference to the volume of business, the capital employed, or the record over recent years. These three elements are, of course, the only meaningful points of reference.

Let me say candidly that business itself must bear some of the responsibility for this situation. Far too little attention has been paid by management to the need to produce annual reports that explain the company's earnings performance in terms that the public — and not merely the shareholders — can follow and understand. A few companies have always appreciated the importance of meeting this need, and recent indications suggest that more are now doing so. But it must be said that the great majority of companies have still to follow suit.

There is no such thing as "big profits" by themselves. The relevant questions are: Big in relation to what? What is causing the increase? How are profits being used? This article will seek to answer these and related questions, particularly as they affect manufacturing profits from the

standpoint of those whose primary responsibility, in the broad social sense, is to maintain the integrity of the wealth-generating enterprise on which our national employment levels and living standards depend.

## Perspective

What always amazes me are the misconceptions people have about how large the absolute amounts of profits are, in relation to the total amount of income generated within the economy in one year. Surveys show that the average person believes the profits made by companies to be as high as 25 or 30 per cent of total sales. In fact, in the manufacturing sector, the average profit on each dollar of sales hit a low of three cents in 1970 and, in 1973, after three years of recovery, was still not quite back to its more normal five cents.

Here is a breakdown of the manufacturing sales dollar for 1973. A full 92 cents out of each dollar of sales income went to buy raw materials and components, and to pay wages and salaries and office and other overhead expenses, including employee benefits. At least three of the remaining eight cents were taken by government for payment of corporate income taxes. The remaining five cents out of the original dollar was all that was left to reward those who had invested their savings in manufacturing. But, wait a minute, the investor didn't even get this much, because at least half of the five cents was "retained" by the typical company for reinvestment in new plant and equipment.

## Profit Cycles

Against this factual breakdown of the manufacturers' 1973 sales dollar, let us carry our analysis of profits a step further. Of cardinal importance is the fact that profits are highly volatile and cyclical. Whereas most people never think in terms of their income dropping or changing greatly, companies live with this situation constantly. Thus, as the table below shows, the profit or "income" left out of each dollar of sales after all expenses have been met is subject to considerable fluctuation, depending on market conditions.

Manufacturing Profits as a Percentage of Sales  
1962-1973

Year	Percentage	Year	Percentage
1973	4.9	1967	3.8
1972	4.2	1966	4.6
1971	3.7	1965	4.9
1970	3.0	1964	5.2
1969	4.1	1963	4.9
1968	4.0	1962	4.4

This fluctuation is as it should be, for profit is a regulator of business activity, a measurement of efficiency, and a signal of the need (or otherwise) for additional investment and production. But it also underlines the importance of averaging out the good years and the bad years before any serious judgment can be made as to whether or not profits are "too high." Again, it should be noted in this context that manufacturing profits in 1973, the year of the so-called "rip-off," were just about back to the five-cents-on-the-dollar range achieved a decade earlier.

It is interesting that, in those years of similar or even higher margins (1964), there was virtually no inflation by today's standards. It is also worth noting, however, that then, as now, healthier profits resulted in a strong increase in new investment in plant and machinery.

## Impact of Inflation

Rapid inflation has some serious — and misleading — effects on a company's reported financial situation. What is not generally realized is that the large dollar amounts of profits are, to a considerable extent, the result of rapid inflation, not the cause. With corporations, as with individuals, these larger amounts are urgently needed to offset the erosion effect of inflation. Again, however, the fact that profits account for only some 3 to 5 per cent of each dollar of sales emphasizes how small an influence they have on prices.

The rise from 3 per cent to 5 per cent in the average manufacturing profit margin — which has occurred over the last three years — represents a significant increase in the margin: 66 per cent. But the impact on each dollar of sales is no more than two percentage points — \$2 on every \$100 worth of goods sold — in this same three-year period. For the company and its shareholders, there are two little-understood areas of accounting that are particularly subject to troublesome distortion by inflation — namely, (1) the procedure for placing a value on assets; and (2) the procedure that provides for the recording of the value of inventories in a company's accounts. Let us consider the valuation of assets first.

## Valuation of Assets

The essential problem here is that accepted and widely used accounting methods usually represent the value of all the assets of a company in terms of its value at the time of acquisition (that is, historical cost). As time passes, however, the cost to the company of replacing a particular asset, or an equivalent (buildings and machines, for example) invariably rises, reflecting the inflation that is a fact of our life and times. This is not necessarily a major concern



when the rate of inflation is relatively moderate and fairly stable at, say, 1 to 2 per cent a year.

In such an environment, the discrepancy between the original value of the asset and its current replacement cost is relatively small, and can be absorbed. But a serious problem develops when replacement costs increase as rapidly as they have done this past year or two — that is, at an annual rate of 10 per cent or more. Because the practice whereby a company allows for replacement of the asset when its useful life ends is based on the historical cost, it follows in such a situation that the amount provided for is wholly insufficient to finance the full replacement of the asset at current prices.

Now, because profit is a "residual" (that which is left over after depreciation is allowed for), the provision of inadequate depreciation means that there is an overstatement of profits. And the tax laws, it must be realized, specify very exactly the depreciation rules that can be used.

The overstated profits are, of course, subject to the full rate of tax, as well as to the natural pressure from shareholders for distribution as dividends. In fact, if the company is in the middle of a modernization program, as many companies now are, it will not have sufficient funds available to pay for its higher-cost investments, and will be forced to find the money elsewhere, or curtail expenditures. Given the state of financial markets in recent months, "finding the money elsewhere" is not always an easy task.

## Inventory Valuation

The other major impact that severe and rapid inflation has on profits is in the area of inventory valuation. The system most commonly employed is "first-in, first-out" (FIFO). By this method, the costing procedure for the inventories used up in the production of goods is in the order of acquisition of the goods in the inventory. Thus, the early purchase cost of the inventory items is ascribed to the goods produced, and this is reflected in the sale price. In the meantime, however, the price of the items that must be purchased to replenish the inventories has risen.

Once more, to the extent that the cost of items in the inventory are understated in terms of the money needed to replace them, profits are overstated. Some of the funds ending up as "profits" should, in fact, be otherwise described and set aside. Again, however, profit dollars are fully taxed, regardless of how they are described or what category they are placed in, thus leaving the company short of funds. The faster the acceleration of prices, the greater the problem.

Perhaps the best statistical indication of the inventory problem can be seen from the broader National Accounts data, where an item called "inventory valuation adjustment" is computed so that it can be removed for calculation of Gross National Product precisely because it does not represent a true addition of wealth. This inflated value, of course, is a part of the profits component of GNP, and logically it should be subtracted from profits as reported, in order to arrive at an indication of the "true" underlying situation.

The following table shows the importance of this inventory effect in relation to profits since 1970, in respect of the whole private sector of the economy:

Canadian Economy — Private Sector				
Year	Quarter	Corporation Profits before taxes	Inventory Valuation adjustment	Inventory Valuation adjustment as a percentage of profits
		(\$ millions)	(\$ millions)	%
1970	I	1,872	- 114	6.1
	II	2,106	- 29	1.4
	III	1,872	+ 11	0.6(add)
	IV	1,849	- 63	3.4
1971	I	1,731	- 170	9.8
	II	2,266	- 188	8.3
	III	2,256	- 143	6.3
	IV	2,439	- 170	7.0
1972	I	2,304	- 356	15.5
	II	2,794	- 136	4.9
	III	2,499	- 205	8.2
	IV	2,925	- 303	16.4
1973	I	2,976	- 512	17.2
	II	3,624	- 587	16.2
	III	3,510	- 663	18.9
	IV	4,165	- 656	15.8
1974	I	4,090	- 859	21.0

Source: National Accounts

As can be seen, whereas the "inventory profit" element accounted for only a few percentage points in a year of stable prices (1970), by the first quarter of 1973 it had soared to record levels, reaching 21 per cent of the profit figure. Although this estimate is subject to all the limitations of the national accounts for the whole country, the problem is clearly vastly greater than anything companies have had to face in previous years.

## Impact on Dividends

How do companies cope with the problem? They are forced to retain a greater proportion of net earnings, leaving that much less for distribution to shareholders.

The next table, "Total Manufacturing," shows that, in the manufacturing sector, the ratio of cash to dividends declared (paid out) to net income (profits) was lower last year than in any of the previous 11:

Total Manufacturing	
Year	Ratio of cash dividends declared to net income (percentage)
1973	34.7
1972	46.4
1971	45.8
1970	57.5
1969	39.6
1968	45.5
1967	51.4
1966	47.9
1965	44.2
1964	45.1
1963	51.8
1962	50.2

An important point to be made, of course, is that "profit" dollars are subject to the same general erosion of purchasing power as every other kind of dollar, and this erosion affects the dividends paid out of them to those who have invested in company stock. A further point not usually recognized is that a major proportion of dividends these days goes to pension funds whose earning performance affects the lives and retirement incomes of literally millions of Canadians.

As for individual Canadians who received dividends directly as income, fully 44 per cent of such dividends go to those who earn less than \$15,000 a year. In other words, these individual Canadians are very much average citizens. (Source: *Taxation Statistics*, 1973 edition, Department of National Revenue.)

## Return on Capital Employed

There are those who rightly point to "return on capital employed" as the most valid measurement of corporate earnings. Let us look at the record here.

The following table for the period 1962-73 gives a fundamental indication of profitability in terms of profits after taxes (both current and deferred tax liability) as a proportion of total capital employed, which is defined as "the sum of equity capital plus long-term debt."

Total Manufacturing	
Year	Net profit after taxes as a percentage of total capital employed (percentage)
1973	10.0
1972	7.5
1971	6.4
1970	5.0
1969	6.9
1968	6.7
1967	6.2
1966	7.2
1965	8.0
1964	8.1
1963	7.4
1962	6.5

The misleading aspect of this ratio, of course, is that its numerator is in current inflated dollars, whereas the denominator is a large aggregate, built up over a long period of time when prices were much lower. In other words, the ratio is inflated by the elements of "profits" in today's dollars described in previous paragraphs.

Thus, a net profit after taxes of 10 per cent on total capital employed — the 1973 figure for all manufacturing — reflects a level of inflation in the economy higher than anything known in earlier years. Accordingly, such a rate of return is less good than it looks, and certainly is not excessive or out of line when compared with similar periods of strong economic activity, such as the mid-1960s.

We do not have to look far for confirmation of this fact. The lack of interest in the stock market in recent months emphasizes in no uncertain manner that investors are very much aware of the different quality of profits. They are not deceived by headlines reporting big percentage increases. Nevertheless, it seems obvious that the recent healthier rate of return on capital employed is a major factor in the current strong upswing in new investment. This new investment is, in turn, vital to the maintenance and expansion of our capacity to cope with the tremendous growth in the needs of Canadians, now and in the future.

## Towards a Solution

I have described the essential aspects of the current manufacturing profit picture as I see it. Undoubtedly, many misconceptions stem from the continuing use of traditional accounting methods that have served well in the past, but that now need re-thinking. Any accounting system must meet at least three tests: (1) its procedures must be generally accepted as sound in all respects; (2) it must be practical and feasible; and (3) it must provide the most relevant illumination on the performance of the enterprise.

The problem currently is that the third criterion is not being met by traditional practices. For good reasons that were acceptable in the past, the accounting profession handles the problem of value of assets by using historical costs. The advantage of this approach is that it is very practical; in particular, costs are easily measurable, whereas the alternative concept of current value is difficult to define. With accelerating inflation, however, some changes have to be made, even if only in terms of supplementary qualifications to the usual financial statement.

At stake here is a fundamental issue that goes deeper than the problem of accounting practice. We are today in a dangerous situation where, as a result of growing affluence, many people expect to receive income from an enterprise, a government, or indeed our whole economic system, without worrying about where it comes from, who really pays for it, or whether enough provision is being made for replenishment of both the capital consumed and the addition of new capital. The crucial responsibility for ensuring that this latter need is met rests squarely on the shoulders of management.

But management must also do much more in the future than it has ever done in the past to make Canadians as a whole understand that a company's real, after-tax income is what it has left after all necessary provisions have been made for replenishing the capital consumed and for coping with new demand. Changes in accounting practices of the kind indicated are needed to highlight the real situation of a company when the impact of inflation has been stripped away. The tax implications are also crucial.

I am not in a position here to detail any particular method of new accounting procedures. What is clear, however, is that, unless some concept of "replacement cost" is allowed for tax purposes, the tax structure will continue to effectively erode the capital of companies, and penalize in particular the capital-intensive industries by denying them the opportunity to base their depreciation on "replacement

cost," or on some other more current and relevant measure of value.

The only companies not adversely affected by the present tax structure are those whose income flows are all in terms of the current year (service companies with no fixed assets, for example) where revenue, expenditures and taxes are all paid in terms of current dollars.

Part of the reason why traditional accounting procedures have not hitherto been challenged lies in the need to please shareholders, who naturally measure the success of a company by the size and trend of its profits. This was, and still is, a healthy enough attitude; it encourages management to seek out the needs of the marketplace, meet them imaginatively, and squeeze the maximum possible value out of the resources it utilizes. The resulting reward is investor approval, based on the improved value of the company's stock, and the prestige associated with a successful and growing company.

But times have changed. Profits offer a highly visible target, and are today being attacked from all sides. Governments are perceived as being more able to give people what they want, perhaps because there does not appear to be any limit to their resources, and no day of reckoning or bankruptcy for inefficiency. Whereas managements of large corporations once took pride in reporting improved profits, today they know that profits are likely to be misrepresented as anti-social gouging at the consumer's expense. Reflecting this attitude, public pressure is being translated into government legislation of all kinds, based on appropriation of profits for social programs.

Up to a point, this tendency can be justified, and it requires that management be more responsive to the needs of the society around it. But, as I have demonstrated, the underlying belief that profits are handsome enough to stand unlimited tax pressure is as fallacious as it is dangerous.

My caution to management is that, although accounting procedures need changing if we are to cope with the growing inflationary environment, the changes should not be pushed to a detrimental level because of general public pressure aimed at lowering so-called "box car" profit figures. This kind of pressure cannot be allowed to weaken the profit motive, the mainspring of the competitive sector of the economy.

The more crucial need is to promote a much greater understanding of the true nature and role of profit, as I have



tried to do in a very limited way in this article. In my view, our economy will be in deep trouble if we ever have to apologize for profits earned through efficiency, imagination and hard work. The simple truth is that, if we didn't have the profit incentive, we would have to invent something very similar, or face a reduced standard of living through inefficiency and poor allocation of resources.

From now on, the management of every company with an eye to the future must attach a high priority to ensuring that Canadians as a whole understand this.

Mr. Lawson, Vice-President and General Manager of Domtar Packaging, is the President of the Canadian Manufacturers' Association.



# An Ounce of COLA is Worth a Pound of Erosion

by JOHN SCHREINER

This summer, arbitrator Owen Shime awarded the "ideal" cost of living adjustment clause in adjudicating the collective agreement covering the information officers employed by the Federal Government. This unique COLA clause ties the salaries involved directly to the consumer price index; salaries will rise at the same rate as the CPI. Most, possibly all, previous COLA clauses offer only partial compensation for CPI increases.

It can be only a question of time before other COLA clauses appear with 100 per cent protection against the CPI, given the Prairie-fire-like speed with which the COLA idea swept through Canadian labour relations this spring. The demand for COLA is a priority item among unions. It is also a demand that management has found difficult to resist this year.

The longer-term implications of COLA clauses on collective bargaining have yet to be thought through. Yet, as benign a panacea as COLA would appear, future problems can be foreseen. The sudden inflation caused by the Korean War gave COLA clauses their first brief popularity. It seemed then, as it does now, a good idea to peg wages, in part, to the CPI when living costs rise or threaten to rise more quickly than the incremental wage increases provided in

the collective agreement. In the relative stability of the two decades after the Korean War, COLA clauses fell largely into disuse. Union negotiators believed, correctly, that they could win better wages through conventional bargaining.

In 1973, the CPI took off at a rate that left collective agreements behind. The pulp and paper unions in British Columbia, for example, negotiated a two-year agreement with 8 per cent increases in each year. By mid-1974, the CPI was running at an 11 per cent annual rate, and unions and industry reopened the contracts. The reopening resulted not only in wage adjustments, but also in the adoption of a COLA clause.

That is fairly typical of what has been happening this year. Collective bargaining has been characterized by demands for wage gains to "catch up" with living costs, and for COLA clauses to prevent falling behind once again.

Earlier this year, a federal Department of Labour survey of 2,400 collective agreements found 233 with COLA clauses. Peter Riggan, Vice-President for Corporate Relations with Noranda Mines, observed: "COLA clauses are being developed at a fast clip — much faster than the statistics would suggest, because the latter are not up to date. With the

inflation we have, not many agreements will be made with a term of more than a year or so without some COLA protection."

A quick look at some of the year's bargaining supports Riggins contention. The International Woodworkers of America, pacesetters in B.C., negotiated several master agreements covering their members in lumbering and logging. Even though all agreements were for one year only, and included wage increases averaging about 12 per cent, the IWA managed to secure also an adequate COLA clause. These were possibly the first major one-year contracts with COLA, indicating the importance the union attached to this protective clause.

Elsewhere, the United Autoworkers has been signing agreements including COLA clauses with a number of automobile parts manufacturers. The UAW has perhaps more experience with COLA than other unions, having had such clauses for years in its contracts with the automobile producers.

Another indicator of the trend came from the Canada Labor Views newsletter in mid-May, which summarized settlements in what it called the "machinery sector" of manufacturing. Of the 20 settlements examined, 12 included COLA clauses. By contrast, a CLV summary last November of 25 settlements in the same sector showed only 8 with COLA.

The COLA trend has moved also from manufacturing to other sectors of the economy. Such clauses have been negotiated recently in agreements signed by the Saskatchewan and the British Columbia Hospitals Association, and by Air Canada for its sales departments. The demand was a central issue in the long construction strike this summer in B.C., where the tradesmen secured what amounts to COLA.

So far, the clauses are more likely to be found in contracts with larger employers. The federal Department of Labour found such clauses in only 9.5 per cent of the contracts surveyed, but these contracts included 20 per cent of all employees covered in the survey. This showed even more dramatically when the Canadian Steelworkers searched their contracts. They found 108 with COLA clauses — about 10 per cent of Steelworker contracts. But these were in contracts covering 60,560 persons, or 34.5 per cent of the union's Canadian members.

In general, Canadian management showed surprisingly little bargaining table resistance to the trend towards COLA. Indeed, companies appear to have given the trend a firm push by the widespread — and well-publicized — awarding of cost of living bonuses this year. The federal Public Service received \$500 bonuses, and the Quebec Government gave its employees 5 per cent bonuses. Similar

bonuses were given by General Motors of Canada, and there were unilateral wage reopeners by the steel industry. Metropolitan Life Insurance announced in June a special 10 per cent salary increase for 1,200 employees, noting that the raise was designed to offset inflation. From these and comparable examples it is evident that requests for COLA clauses are more likely to fall on sympathetic rather than hostile ears.

COLA clauses can have attractive advantages for management. Noranda's Riggins lists four. First, he says that these clauses "protect an employee's purchasing power, and thereby can be seen to be treating employees fairly — that is, improve employee relations." This is in harmony with the primary argument the trade unions have in seeking COLA clauses. For example, the non-operating railway unions this summer asked that their collective agreements be reopened for interim wage adjustments. "The effects of inflation over the past year have all but wiped out the wage increases provided...by parliamentary action and the arbitration of Mr. Justice Emmett Hall," union spokesman R.C. Smith said in his telegram to the employers. The Hall arbitration, released in January, estimated a 7.5 per cent inflation rate this year. But prices rose 6.5 per cent in the first six months alone, and union economists are looking for a 13.6 per cent price rise for the entire year.

Second, Riggins points out the COLA clauses increase the likelihood of obtaining longer-term agreements. Indeed, some union leaders earlier this year had been advising locals to sign agreements longer than one year, only if COLA clauses were included.

Third, he states that COLA might perhaps "minimize, even slightly" some wage-related costs such as overtime. COLA clauses generally apply to the basic wage rate only. This modest attraction, however, is likely to disappear as COLA clauses evolve in future bargaining. Unions can be relied on to press for COLA clauses that modify the entire collective agreement. The Steelworkers, at their Canadian policy conference this spring, adopted a policy statement on COLA that included this observation: "To be fully effective, a cost of living adjustment should apply to all wage calculations, including overtime, vacations, holiday premiums, etc."

Fourth, Riggins indicates that COLA "is simply another card to play in the bargaining game, and thereby is a tool to help obtain a settlement." How well are employers playing that card? So far, it seems, they have yet to develop a coherent strategy. A minority of employers this year have resisted COLA demands vigorously. The strikes at the Firestone and Goodyear tire plants in Ontario centre on a COLA demand, with the employers unwilling to give up a major cost item not faced by their counterparts in the U.S.



Most employers have given in to COLA demands without struggling for a quid pro quo. But, in future negotiations, it is likely they will try trading effective COLA clauses for wage increases tied rather more closely to productivity than has been the case in 1974. University of British Columbia economist Dr. John Helliwell, who believes COLA clauses ought to become more common, also argues: "In order that the prevalence of such adjustments will not lead to an even higher rate of inflation, it is essential that the income increases above and beyond the cost of living be very tightly bargained, and very reliably based on productivity increases...."

What is most evident is that COLA clauses have planted the seeds for more analytical bargaining. It will not be enough for the union to come to the table asking for catch-up wage increases; COLA will have been keeping up. The union local will require solid data on productivity, for it can count on management to peg some of its position on this base. The requirements will put an additional strain on union research departments.

COLA clauses will diminish living costs as a bargaining issue, but they can never neutralize them. The factor of rising expectations still remains. As the Canadian Steelworkers said in one policy statement this year: "An escalation formula can protect the purchasing power of wages. It cannot improve anyone's living standard; that is the function of regular wage increases."

Because some employers resisted COLA demands this year, the clauses must therefore include what managers see as disadvantages. The chief one is what Riggin calls "another unpredictable labour cost factor." That is why the construction industry in British Columbia fought COLA in a three-month strike earlier this year. COLA will handicap a contractor trying to estimate his costs when he is making a firm bid on a project. Of course, a prudent employer will negotiate a COLA clause designed to limit future surprises. A common feature is a "cap" limiting the total amount of the wage increase triggered by such a clause. Labour usually resists such caps.

A second pitfall is that COLA can generate some disparities between salaried employees and wage earners in the same company. This means that employers with COLA contracts will have to make comparable adjustments in the salaries of non-union personnel, both in fairness and to prevent discontent.

A third possibility is that COLA will become just another "add-on" to the payroll costs. Whether this happens will depend on how successfully managers negotiate quid pro quos.

The trade union movement itself is not completely enamoured of these new escalator clauses. A recent study by the British Columbia Federation of Labour cited three disadvantages:

- (1) Employers are likely to fight against wage increases greater than the increase in the cost of living index;
  - (2) some local unions "lull themselves into believing that the Consumer Price Index will do their negotiating for them....They become content with wage increases which merely match increases in living costs...;" and
  - (3) the Index — on which all COLA clauses are based — "does not reflect price changes in such items as real estate, interest on credit and debt, insurance premiums...."
- Although that last point is not completely accurate (the CPI does have a housing component), it is true that the Index is not perfect.

Currently, nearly all unions have decided that the advantages of COLA outweigh the disadvantages. This is certain to remain so long as inflation continues to rage, and as long as it triggers COLA clauses into yielding worthwhile amounts of money.

There are extreme variations among the COLA clauses now being bargained into contracts. The Department of Labour study provides 10 examples of representative clauses. There is, for example, the open-ended clause: "The union shall have the right to negotiate increases in wages whenever the regional cost of living goes up five points or more during the life of this agreement." There are variations on this: in several instances, the Steelworkers this year have sought to write second-year, wage-reopener clauses into contracts.

By contrast, many COLA clauses have tight formulas that reduce everything to mathematics: "The company will provide a cost of living adjustment of one (1) cent per hour for each decimal four (.4) change in the Consumer Price Index adjusted quarterly.... Should the allowance not reach \$0.13 per hour by February 1975, the company guarantees to pay a minimum of \$0.13 per hour in cost of living allowance at that time."

In other contracts, the clauses may specify whether (or how) the COLA wage adjustment will be blended into basic wage rates. Unions generally seek to have it blended, because such items as pension contributions and overtime pay are calculated on the basic rate.

The British Columbia Federation of Labour's study included an example to illustrate the impact on wages of a good COLA clause. In this example, the base rate is taken to be \$4.50 an hour. The escalator formula is one cent an hour each time the consumer price index rises 0.3 of a point.

The calculations are made quarterly. Had the formula been operating in 1973, the result would have looked like this:

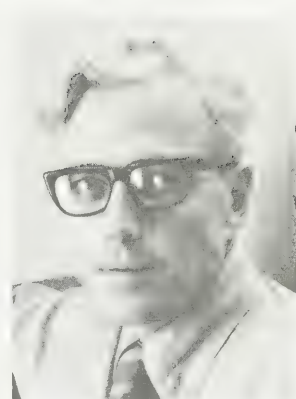
The CPI rose from 143.3 in December 1972 to 145.7 in March 1973. This resulted in a quarterly wage adjustment of eight cents, yielding a new base rate of \$4.58. By June, the CPI is 149.7, and 13 cents is added to the base wage. By September, it is 153.9, and the wage adjustment is 14 cents. And by year-end, the index reaches 156.4 for an eight-cent adjustment. The quarterly adjustments in the year would have totalled 43 cents, bringing the base wage to \$4.93.

The formula employed in that example — one cent an hour for each 0.3-point change in the CPI — is the one that several union research departments believe reasonable at the current inflation rate. "Unions, however, may find that the best provision they can win from management is one cent for every 0.4-point increase in the CPI," the B.C. Federation of Labour study noted. The federal Department of Labour's survey found that 90 per cent of the COLA formulas it looked at were linked to ratios of from 0.4 to 0.5.

The COLA clauses being set up in current bargaining are unlikely to wither as quickly as they did after the Korean War. In part, this is because the current inflation is so internationally widespread that it will be long-lived. But COLA clauses also are a leading edge of that new economic idea called "indexing."

Indexing is a bookkeeping way of trying to neutralize inflation; the Federal Government, for example, has begun adjusting basic income tax deductions, recognizing the difference between real gains in income and inflationary gains. Indexing is well on the way to economic orthodoxy, with COLA clauses another and an important addition to the bandwagon.

John Schreiner is Western Editor for the Financial Post, and is based in Vancouver. He is a frequent commentator on labour and other subjects on CBC radio.



# LABOUR'S DEMANDS: A GREATER VOICE, A FAIR SHARE

by GORDON McCaffrey

*At a recent conference Gordon McCaffrey aired his views on the future of labour-management relations. He sees strong unions becoming even more assertive and dissatisfied workers resorting increasingly to political action. McCaffrey explained:*

First let's examine the prospects for closer co-operation between labour and management in the short term — in the next five or six years. This should be much easier than a long-term projection; later I will attempt to speculate on labour-management relations some 25 years hence.

I would suggest that there is no argument between labour and management as to the desirability of greater co-operation. But we are miles apart on too many occasions and over too many issues for either party to believe there is cause for expecting closer co-operation for our mutual benefit in the foreseeable future. I am not, of course, overlooking the fact that in all the Canadian jurisdictions, labour and management settle their differences on a more or less satisfactory basis in the vast majority of cases, year in and year out. What I am concerned with is the number of issues on which labour and management hold fundamental differences, and which constitute serious impediments to closer co-operation.

Whether or not we will establish a better working relationship will depend on the parties themselves more than on any other factor. We don't want government to become involved in labour-management relations, but we look to government to help establish a climate favourable to co-operation. Governments can improve relations by good industrial relations legislation; they can improve relations by

their good example; and they can improve relations by actively stimulating the development of labour-management co-operation.

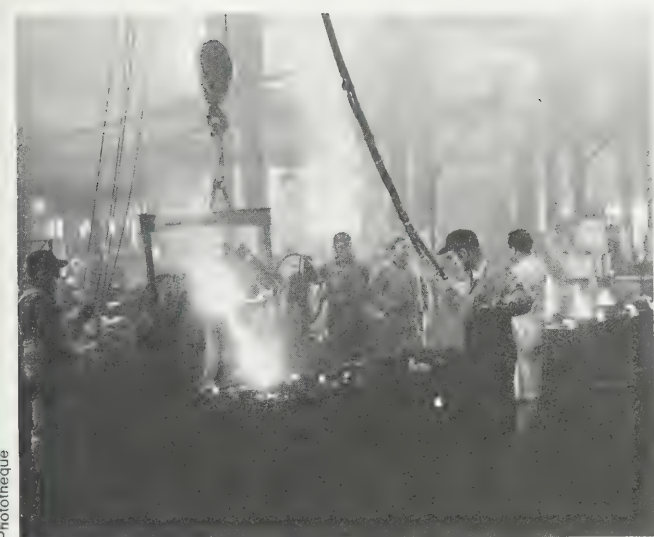
## Industrial Relations Rules

In the matter of industrial relations legislation, the various Canadian jurisdictions leave a lot to be desired. If we are to get closer co-operation, much needs to be done to modernize and update the legislation. Let me illustrate: Management spokesmen frequently complain that unions were all right in the bad old days when workers were struggling to get a living wage and decent working conditions. But workers are now fairly well paid, the argument goes, and unions have become too powerful.

The labour movement, on the other hand, knows all too well that far from being too strong, the majority of Canadian unions are too weak. We have only a few unions with a large enough membership base to provide for expert services at the bargaining table and on the shop floor. The structure of the trade union movement is all wrong. There is a need for mergers, for larger unions. This process is well under way. It will continue and quicken in the next decades. If the trade union movement is to remain relevant — if workers are going to continue to pay dues to support the system — then unions must become more effective.

We should be training more trade union staff and members in a wide variety of skills. We should be doing more to organize the unorganized. Although most of the major industries and some parts of the public service are highly





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organized, the majority of Canadian workers, particularly those who work in small shops, are not members of trade unions. The banks, the insurance industry, the financial institutions and the service industries — there's been scarcely any headway made there in union organizing.

## Government's Role

I have said that governments could help bring about a climate for co-operation by enacting better laws. Industrial relations legislation is a root cause of the poor record in worker organization. It should be pointed out that the federal Labour Code makes a bold and optimistic statement in favour of closer labour-management co-operation. It says that Canadian workers, trade unions and employers "recognize and support freedom of association and free collective bargaining as the basis of effective industrial relations for the determination of good working conditions and sound labour-management relations." The Ontario legislation makes a similar endorsement of collective bargaining. Both of these codes recognize the right of workers, as well as employers, to organize. They recognize the right of trade unions to engage the employer in collective bargaining. They recognize the right of trade unions to impose sanctions against the employer, and the right of employers to impose sanctions against trade unions. But we must not allow these declarations to remain mere lip service.

Despite the fact that public authorities declare their faith in collective bargaining, labour codes set many obstacles in the way of union organization. They set obstacles in the way of union certification. They establish procedures that can be used to delay and frustrate negotiation of collective agreements. They have done precious little to establish

favourable conditions for the settlement of grievances, not to mention fundamental disputes over new collective agreements. They have also set serious limitations on the scope of collective bargaining.

However, the ground rules for labour-management co-operation aren't all bad. Some improvements have been introduced in labour codes, notably in the provinces with NDP governments, in the last year or so. In Manitoba, for example, bargaining rights have been extended to certain types of dependent contractors, and to professional and supervisory employees. Unions have been given more freedom and protection during the organization process. Technological change provisions have been introduced requiring employers to give notice of change. The right to strike has been extended to all groups except teachers, firemen and provincial civil servants. In British Columbia, the new Labour Code extends trade union rights to policemen, firefighters and hospital workers. It allows unions to apply for certification with 35 per cent worker endorsement, instead of the previous 50 per cent.

But unions want much more. The United Steelworkers of America, for example, the largest Canadian union, seeks provisions for a certification vote when a union has 30 per cent of the membership signed. It wants the law to impose harsh penalties on employers who seek to defeat a certification campaign by employees. It wants the right to strike during the life of a collective agreement over such issues as technological change and unsafe working conditions. It wants legislation that would prohibit the hiring of strikebreakers. And it wants legislation that would permit workers to respect any legal picket line and allow unions to boycott products of companies on strike.

It may occur to you that the rights this union and other unions are seeking could hardly be conceived as assisting labour-management co-operation. But such improvements in the power of trade unions are essential to the development of closer labour-management relations.

## Government's Example

There is also the question of government's good example in improving labour-management co-operation. Despite the proclamation of the Labour Code, the Federal Government is sadly lacking in a number of areas where it should be showing the way. Until 1967, federal public servants suffered under a master-servant relationship.

*Public servant* was the proper designation. They had few, if any, employee rights. Conditions were improved by the mere granting of the right to certification of their associations as bargaining units and the right to engage the employer in collective bargaining. However, the extension of

rights was not given with an open hand; federal public employees were not to enjoy the same rights as civil workers under provincial trade union acts (which themselves are not ideal).

A report prepared by the Chairman of the Public Service Staff Relations Board and tabled in Parliament last year proposed important amendments to the Public Service Staff Relations Act. It suggests that the government, as employer, should be given the right to lock out employees in contract disputes; that the scope of bargaining should be extended so as to make all compensation matters except pensions the subject of collective bargaining; that job classification standards should be the subject of consultation, with classification disputes being mediated through the PSSRB; and that unions should be given the right to bargain on the availability of training programs and the conditions under which employees may participate in them.

Closer co-operation in the future will require some drastic changes in public attitudes and comparable amendments to federal and provincial legislation. You can't have co-operation until you have equality of bargaining strength between labour and management and until you have the will to co-operate (which to us means the willingness to bargain).

## Bad Example

As far as setting an example is concerned, some government actions are bad examples to the rest of the community. I will mention only one situation. In the matter of technological change, the Federal Government two years ago decided that, in the event the employer wants to introduce technological change that will adversely affect a significant number of employees (in undertakings which fall under federal jurisdiction), the employer must negotiate the terms of the innovation with the trade union representing the workers. *This legislation imposes compulsory co-operation between labour and management.* It had to be compulsory, because without the provisions of the Code, the employer would make unilateral decisions at the expense of his employees. He would introduce new equipment or new procedures and lay workers off without any concern for co-operation, not to mention workers' incomes and livelihood. The Canadian Labour Congress supported the introduction of this amendment to the Labour Code, but it was vehemently opposed by organized employer spokesmen, who claimed it would inhibit innovation and threaten Canada's competitive position. The same employer spokesmen also expressed the fear that the technological change provisions would be imitated in provincial jurisdictions where employers had more at stake. But the distressing aspect is that the Federal Government has not seen fit to incorporate the same principle in the legislation which affects the Government as employer. Consequently, federal

government departments are introducing technological change affecting jobs, incomes and job security of employees, but the public service unions have no opportunity within the purview of trade unions legislation to protect their rights.

We will not have closer co-operation in this vital area until employers and unions sit down together and negotiate the changes — not only the changes in production technology, but the changes as they affect jobs and people's lives. History has shown us clearly that management does not want closer co-operation. Management wants a free hand to make unilateral decisions. But a change in public attitudes has set in. First, the Federal Government, and now the NDP provincial governments, are insisting that co-operation replace unilateral action. In British Columbia, the new Labour Code insists that a technological change clause be included in all collective agreements, and the definition of technological change is similar to the federal definition. In Manitoba, the Labour Code that came into effect last year also requires a technological change clause providing for 90 days notice. The legislation is not ideal. Workers can't always settle their affairs and find a new job, or transfer to another part of the country in 90 days. But it's a start.

## Government Stimulation

The third point I would like to make with respect to the government's role is that government should undertake to stimulate the development of good labour-management relations.



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There are a number of commendable government programs aimed at improving labour-management relations. In the Canada Department of Labour, the Conciliation and Arbitration Branch offers expert services to the parties involved in disputes over a collective agreement. There is the Union Management Services Branch, which is concerned with committees for on-going co-operation on a day-to-day basis. The Department of Manpower and Immigration has the Manpower Consultative Services division, which encourages joint resolution of in-plant problems. In 1969, there was a tripartite conference in recognition of the 50th anniversary of the ILO, a conference sponsored by the Department of Labour to explore new approaches to labour-management co-operation. But for the most part governments at all levels merely respond.

I am not suggesting that governments meddle, or hover over our shoulder, or twist our arms. The stimulation of good labour-management relations that could result in closer co-operation is the kind of stimulation that governments in some other countries have resorted to. In Britain, for example, there was a conscious effort by governments in the 1960s to support membership in trade unions as "a good thing" for workers and for the worker-employer relationship. Government approval, and support of trade unions in principle has been cited by industrial relations observers as the major cause of increased white-collar organization in Britain in recent years.

In Sweden, nearly all workers eligible for membership in trade unions are in fact union members. Industrial relations observers in Canada never seem to tire of commenting on the apparent high degree of co-operation between labour and management in Sweden, but the high degree of union organization and the mutual respect of trade unions and management in the Swedish system somehow escapes their attention. In Canada we are still a long way from this kind of union acceptance, both on the part of workers and on the part of other elements in the community. Instead of being regarded as an essential element for labour-management co-operation, unions are regarded as being an interference in management rights.

### Labour's Political Orientation

I would like to turn now to the question of whether unions will become increasingly politically oriented. My simple answer to this question is "it all depends."

First, it will depend on whether unions, which historically in North America have been organized to improve wages and working conditions, continue to feel that some economic and social issues cannot be resolved at the bargaining table. Secondly, it will depend on whether workers decide to



support political parties, as well as their trade unions, in order to achieve their economic and social goals.

With respect to the first point, the labour movement in Canada has a long record of legislative activity at all levels of government. For example, labour was one of the first national organizations to support the concept of a public system of medical care, and labour now advocates the extension of medicare to community health clinics as a means of achieving better distribution of medical services at a lower cost.

Labour was among the first advocates of public pension plans, a campaign that resulted in the establishment of the Old Age Security program and later, the Canada Pension Plan and the Quebec Pension Plan. It is a well-known fact that, for the majority of workers, the public wage-related pension will be their only retirement pension, along with the Old Age Security pension. In other words, both in health care and in pensions, workers decided long ago that private enterprise was not a reliable system for providing two essential personal and family needs. In these and other areas, workers have learned the hard way that only by organized effort (by union action and by political action) can they influence the course of events.

One other example — a current one — will suffice to indicate the direction workers and unions are taking with respect to political action. The example is public policy with respect to inflation. Inflation is rampant, everybody knows



that. Despite persistently high levels of unemployment, there are labour shortages in some trades, occupations and professions. At the same time, the economy is fairly strong. Corporate profits are at record high levels. For workers who have a job, the problem is declining real earnings.

In its annual brief to the federal cabinet in 1973, the Canadian Labour Congress cautioned that "the statistics point to the need for increased militancy at the bargaining table this year to improve real wages, to obtain a return on increased productivity, which has contributed to record corporate profits." In a repetition of this theme in March of this year, the President of the Congress warned that the country faces the prospect of severe civil unrest unless workers' real wages keep up with the cost of living.

If this argument isn't convincing, look at it this way. We could work in a system in which government determined all wages and prices. We wouldn't like that and we think management wouldn't either. It could be a system in which management made all the decisions on wages, but we wouldn't like that. We could have a system under which the workers made all the decisions on wages, but management wouldn't like that. The fourth alternative is one in which management and workers negotiate wages.

The problem with inflation as a wage-related issue is that some workers in some industries can do something about it at the bargaining table. But this is by no means universally true. Workers who are members of trade unions are also members of a movement that historically has taken political action when the issue has been incapable of solution at the bargaining table. In the past the strong unions pioneered group health plans for hourly-rated workers at the enterprise level. Once the inroads had been made, the public began to favour extending the principle to all the working population through payroll deduction, and later as an employer-paid (or more properly, enterprise-paid) fringe benefit.

The labour movement supported the extension of the private benefit to the public sector, as a means of helping those who couldn't help themselves. The same process saw the introduction of public pension plans. And the same process will inevitably be applied to other public issues, including inflation. If the enterprise system that dominates the industrial economy takes care of only its senior and top-paid employees, and neglects to provide for the mass of its employees, the workers will use political action to defend themselves.

It is interesting to note how Joe Morris, the new president of the Canadian Labour Congress, responded to a reporter's question on what are the major concerns of the labour movement in the 1970s. Not one of them was related di-

rectly to the bread and butter issues of the bargaining table. All were "political" objectives. He listed the environment, the delivery of adequate health care services, the spread of multinational corporations, greater job satisfaction and "to an extent, the right of workers to have some say in the control of their jobs."

## Labour-Management Relations

Labour-management relations are relations between people who work together day in and day out, year in and year out. Governments don't belong in this relationship. We see the government's role as being essentially restricted to setting social and economic goals, providing adequate social and economic measures to protect jobs, income and health, protecting the environment, assisting disadvantaged regions to meet regional and national goals, and providing the framework for collective bargaining. As I mentioned earlier, government should encourage union membership as a matter of public policy. It should establish rules for collective bargaining that recognize management and unions as partners in the enterprise. It should impress on the parties that it is their responsibility to bargain in good faith. If there is genuine co-operation between the parties there will be little need for government involvement in the process. Government could play a complementary role by providing statistical and industrial information that would be accepted by the parties as objective and factual. Governments are doing some work in this direction, but we are critical of the fact that frequently the information is incomplete or outdated.

## Prospects for the Future

The relationship between labour and management is essentially a political one. It is concerned with the distribution and exercise of power inside the plant gate and outside the plant gate.

When management spokesmen speak of closer co-operation between the two bargaining partners it may be assumed that management accepts labour as a legitimate partner — as the legitimate agent of the employees in matters affecting their work, their working conditions and their job security. Lately there has been a steady stream of pronouncements by various employer organizations calling into question the relevance of collective bargaining. Labour knows that collective bargaining does not always work well, but we insist it is essential to a free society. We see the wavering support of some management people for collective bargaining as evidence of diminishing faith in the democratic process, as a kind of despair for mankind's ability to resolve human relations problems.

## Union Recognition

A corporate body can have one source of authority and one focus of loyalty, or it can have rival sources of leadership and loyalty. One source of loyalty does not ensure co-operation, and rival sources of authority do not necessarily result in confusion or anarchy. The existence of a trade union as the certified bargaining agent of the employees is recognition by the state (and it should be accepted in good faith by the employer) that the enterprise is no longer under a system of one-man rule or the exclusive authority of a board of directors and its management.

The establishment of a trade union is more than the official act of certification. It is the overt act recognizing the sharing of political power within the enterprise — that is, the power to make decisions.

The essential difference between the trade union and management is that trade unions are concerned with the interests of the workers, and management is concerned with a great variety of matters — technical resources, supply of materials, bank credit, investments, markets, government regulations and, perhaps only incidentally, labour. Except when shortages or strikes occur, labour is taken for granted and given little attention: the labour relations manager is low man on nearly every corporate totem pole. Peter Drucker pointed this out more than 20 years ago when he said in *The New Society* that the "main function and purpose of the enterprise is the production of goods, not the governance of men. Its governmental authority over men must always be subordinated to its economic performance and responsibility...Hence it can never be discharged primarily in the interest of those over whom the enterprise rules."

## Economic Role

The point I want to emphasize is that management — even managements that have accepted trade unions as bargaining partners — want to restrict unions to an economic role, and a narrow one at that. They want to draw the line at negotiating the terms of the collective agreement and administering grievances. But they are adamantly opposed to the union's assuming a role on behalf of the employees in regulating *managerial* relations.

The political role of trade unions has been established to a greater degree in Western Europe, but what is happening there is a good indication of the kind of development that will inevitably occur in Canada and the United States in the last quarter of this century. In Sweden, for example, in addition to bargaining at the plant level, union centres and management associations bargain at the national level for collective agreements affecting the vast majority of working people. Unions and management are also identified with the two major political parties. In West Germany following

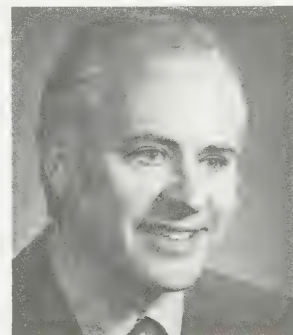
World War II, the Allied authorities imposed a system of institutionalized co-operation on the major employers — they called it co-determination — as a means of preventing the re-establishment of autocratic rule both in the plant and within the state. In Britain today a major policy objective of the Trades Union Congress, which represents nearly all organized workers there, calls for a radical extension of what they choose to call industrial democracy.

We do not anticipate that labour-management relations will develop here in every respect as the relationships in Britain and Western Europe. But the basic conditions and the basic objectives are similar on both sides of the Atlantic. The change to greater worker involvement will not happen overnight. And it will not happen easily or without pain. We anticipate that managements at all levels, in business and in government, will resist the demands of workers for a greater voice and influence in the governing of the enterprise. We anticipate that governments, except possibly NDP governments, will react slowly to the opportunity for adopting the rules that could make the enterprise a truly co-operative undertaking.

But the process has already started. More than ever before, workers are questioning the right of the employer to transfer jobs out of the community, or out of the country, as a matter of unilateral decision. They are questioning the right of management to shut down an operation. They are demanding that managements — and governments — consider the environmental impact of business operations. They are demanding that overtime be on a voluntary basis. They are starting to say that the price of the product is a matter of negotiation between labour and management.

Whether we will have more labour-management co-operation in the future will depend to a large degree on how we meet the challenge of these and other demands in the coming years. Whether we will have more or less government involvement in labour-management relations will depend on how well the parties find their own solutions. But one thing is sure, labour's demands for a greater voice in the government of the enterprise, as well as a fair share of the production of the enterprise, will not go away and will not diminish.

Gordon McCaffrey is a staff officer with the Canadian Labour Congress.



# THE NFU: POWER TO THE FARMER

by TED WEINSTEIN

'Power respects power' — for years an unofficial rallying cry of organizations, groups, and unions — has echoed through corporate boardrooms and ranks of workers. Now it is the mustering call of another segment of society: the Canadian farmer.

The directory in the window of a small downtown Saskatoon building guides visitors up two flights of stairs to a standard work area on the third floor. Filing cabinets occupy a good deal of space. There are private offices to one side of the room, an electronic data processing facility on the other. Several employees are busy typing or answering the telephone. The unpretentious premises, resembling an insurance company office or a real estate venture, house instead the national headquarters of one of Canada's most outspoken workers' organizations: the National Farmers Union.

## The Past

The current edition of the NFU was created in July, 1969, by the amalgamation of various provincial farm unions. Its predecessor, also called the National Farmers Union, was in fact only an interprovincial farm union council with no provision for the direct membership of Canadian farmers. The NFU claims to have organized about 25,000 farms — 10 per cent of the farms in Canada — giving it a membership of about 100,000 people in eight provinces. The union

has deliberately chosen not to seek members in Quebec (although literature is published in both English and French, the executive feels it is a big enough task trying to represent English-speaking farmers without the complication of the language question) or Newfoundland, because of the cost of servicing its small farm base.

North American farmer organizations are not a contemporary creation. Farmers have been concerned about commodity prices and marketing as far back as the late 18th century, when agricultural societies were established in Nova Scotia in 1789, in New Brunswick in 1790, and in Ontario in 1791. Farm organizations known as the Granges appeared in the United States after the Civil War and in Canada during the 1870s. Later, U.S. farmers decided a farmers' political party could help solve their economic problems, and the National People's Party — whose supporters were known as Populists — was formed. The candidates that party members supported in the 1892 and 1896 presidential elections were defeated.

Farmers' political parties in Canada enjoyed more success: the United Farmers of Ontario took power in that province in 1919, the United Farmers of Alberta began a 14-year tenure in office in 1921, and a Manitoba farmers party was successful in a 1922 provincial election. The Progressive Party, a national farmers party headed by T.A. Crerar, won 65 seats in the 1921 national election.



## The Present

But the National Farmers Union does not want to imitate these past movements, to try changing the system politically. It wants to work in a fashion similar to that of labour unions. Decades ago, unions organized workers and won gains on a 'power respects power' platform, and the National Farmers Union today is trying the same tactic.

In one of the headquarters offices sits NFU President Roy Atkinson. "The purpose of the NFU is to educate and agitate," according to Atkinson, who was elected president of the union at the 1969 founding convention and re-elected at four subsequent assemblies. "We don't attempt to organize the farmers. We provide advice on farming or economic strategy, or on how to organize, but the farmers have to organize themselves."

The 50-year-old Atkinson, standing over 6 feet and tipping the scales at about 250 pounds, looks as if he would be more at home on his farm at Springbank, Saskatchewan, 75 miles west of Saskatoon, then sitting behind a desk running a national union. He says the roots of unionism took hold in him when he worked as a British Columbia paperworker. Before becoming president of the NFU, Atkinson worked as director, vice-president, director of organization, and president of the former Saskatchewan Farmers Union. He has served as chairman of the National Farm Union Council (the NFU forerunner), on the Economic Council of Canada, and is a member of the Canadian Council on Rural Development.

Farmer organization is necessary to give farmers a united voice, to make them a countervailing force in society, maintains Atkinson. The policy statement presented to delegates at the founding convention gives the reasons: "We live in an organized society. Organization implies discipline of action among the members of a group in society who share common interests and goals. Such discipline is widely exercised to the disadvantage of farmers in commerce and trade through the existence of a market system and an administered price structure managed by the corporate industrial complex, in terms of both the goods and services purchased by farmers and the sale of farm products. As a result of the total control over the terms and conditions of trade vested in the corporate sector, vast inefficiencies exist within it..."

That's the problem. How can unionization overcome it? The policy statement goes on to say that "as individuals, farmers can exert no real influence in the market place... Farmers must learn to live with one another rather than off one another. Farmers must organize and bargain collectively as farmers to bring about the degree of discipline and organization necessary to make them an effective countervailing force in our society."



NFU President Roy Atkinson

"No force in our society can match the power possessed collectively by farmers. Food production is an absolute essential. Farmers are entitled to a fair return on their labours and investment. Action follows organization. Through mutual co-operation and collective action, farmers can exercise the bargaining power that comes with organization."

In other words, power respects power.

## The Current Marketing System

To understand the background behind this push to unionize farmers, you have to be familiar with the Canadian commodity price and market system. As it stands now, farmers sell many of their commodities to marketing boards, which then negotiate with government commissions to get the best prices. The marketing boards lobby the commissions on behalf of the farmers; trade associations lobby on behalf of the buyers for the lowest possible prices. In essence, the more powerful lobby wins: so far, farm lobbies have not been able to compete with the industrialists.

"But the term marketing or producer board is a misnomer," explains Atkinson. "The board's function is not really to bargain, but to assemble the product and deliver it to the buyer at the least cost, all the while giving the illusion that it has influence. For example, the Ontario Milk Marketing

Board cannot put a price on fluid milk except after having that price ratified by the Ontario Milk Commission, which operates under government direction. On occasion, the Commission denies price increases. Therefore, the milk marketing board's function is to gather the milk, not set a price; it's a mechanical device of assembly and delivery. The farmers are made to feel that they have an important role, but all they do is sell their milk to the marketing board and hope the board acts in their best interest.

"When milk farmers request a price for their milk, I would assume the marketing board holds discussions with the buyers — who usually belong to one or more trade associations — makes a decision, and refers it to the milk commission. The commission has the final say, and the outcome usually depends on who has the strongest lobby."

There are government subsidies intended to give farmers more income while keeping retail prices down. But individual farmers who are unhappy with the price they are getting for their products usually only have three choices: withhold their products from the market, sell the commodities at a loss, or eventually go out of business. Atkinson contends that the NFU offers another alternative: farmers can strike by collectively keeping their products off the market and collectively negotiating for better prices.

"Except possibly in Quebec," he noted, "farmers have no direct input into the bargaining process between the boards and the trade. That's why, at this stage of its development, the NFU's function is education and agitation. In the long run, its goal is to develop a process through which collective bargaining can take place."

The NFU has not yet achieved certification as bargaining agent, although it came close in Prince Edward Island. In 1972, a majority of registered potato growers, voting in a plebiscite, approved the union as their collective bargaining agent. But in a later vote, the NFU plan for unionization was defeated, and the union could not be certified.

## Education and Agitation

Elaborating on the short-term NFU purposes of education and agitation, Atkinson stated that the union tries to provide the process through which farmers can be educated about reality through involvement: about the global socio-economic picture, about farming itself, and about how farming relates to the non-farming community and to government.

NFU agitation has taken several forms, because union policy is not limited to presenting briefs to make a point. Witness the July day in 1969 when 5,000 Saskatchewan farmers took their tractors on that province's highways to pro-

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test the lack of government action on farm problems. In April and May of the following year, the union dramatized its concern about low egg prices by giving away free eggs in Edmonton. A month later, the protest scene shifted to Ontario, when NFU members picketed and then boycotted the Borden milk company for importing powdered milk at a time when milk prices were low because of product surpluses. In 1971, farmers in Prince Edward Island assembled a tractor protest.

But perhaps the confrontation for which the NFU is best known is the Kraft boycott. Explains Atkinson:

"From 1969 through 1971, many dairy farmers — namely those in the heavy dairy production areas, such as Ontario — were going out of business because the price they were receiving for their milk was not covering their costs. Having recognized the need to bargain collectively, NFU members took the initiative and met with some dairy companies to discuss the farmers' right to collective bargaining. But officials of Kraftco refused to talk to the NFU. The farmers decided to picket the Kraftco plant at Ingleside, Ontario, just west of Cornwall. Despite the picketing, the company still refused to meet with the farmers; the farmers decided in August, 1971, that if Kraftco was going to take this attitude, their productions would be boycotted."

In Atkinson's opinion, the boycott has been successful. He says the NFU has drawn attention to the question of collective bargaining for farmers, and to the power held by Kraftco, one of the largest multinational food marketing corporations in the world. The boycott has enjoyed support from farmers and consumers, he claims, and many retail



outlets are now displaying alternate dairy products to those sold by Kraftco.

## The Farmers' Dilemma

The discussion turned to farm income, food prices, and the future of the union. Why, for instance, are so many farmers leaving the farm? Are they all losing money?

"Let me say right now that some farmers — mostly those who grow grain or other specialized crops — are making more money than they ever dreamed off. This has occurred because of world shortages, poor distribution, and speculation. On the other hand, as grain prices have risen, the cost of feeding grain to livestock or poultry has increased sharply at a time when their market prices have declined sharply. Farmers caught in this squeeze have chosen, either voluntarily or because of impending bankruptcy, to get out of farming.

"Many grain farmers near the age of retirement have taken this opportunity to cash in and retire. Some dairy farmers have decided that working seven days a week, 365 days a year, is beyond their physical endurance, and they have converted from dairy to beef. Many young people considering farming know they need a very large capital investment and have decided that either it's not available or they're not willing to go into debt to get it, if it was available.

"As a union, we can make the correct analysis of this situ-



ation, direct the farmers' attention to the ways and means of resolving it, and strive for public and governmental policy to correct it."

## Price Disparities

Food prices at farm level are generally too low, continued Atkinson, while food prices at the retail level are too high. "There are many reasons, such as the interest rates being charged by lending institutions. Another reason is that retailers have built too many stores. They underutilize their staff, buy land and erect buildings they don't need, pay taxes on these stores, and so on. Competition today does not lower prices, it drives them up. About 10 years ago, a friend of mine found that Saskatoon's retail food capacity was 42 per cent overexpanded; today, it's probably 50 per cent overexpanded."

Yet Atkinson asserts that prices paid to producers have dropped. He says there is a spread of about 10 cents a pound being paid for steers and finished heifers. But when consumers buy meat, they don't know which they are buying, because the price is the same. In Regina during the summer, heifer calves were selling as low as 18 cents a pound, compared with last year's price of 60 cents a pound. The farmer can hold his stock off the market until next spring and hope the prices improve. But to Atkinson, these examples represent the concentration and misuse of economic power.

The National Farmers Union maintains that the ownership of farmland must stay in the hands of individual farmers instead of corporate farms or agribusiness. It's important for Canada to maintain its diversity, contends Atkinson, and just as important for farmers to be able to make day-by-day decisions about their lives rather than having the decisions made by a growing corporate structure.

Won't farmers sell if they are offered inflated prices for their land? "It may appear idealistic to think farmers will not sell their farms at inflated prices, but one has to look at the total cost to society," responds Atkinson. "If corporations offer exorbitant prices for land on which to grow foodstuffs, the increased cost of land will be passed on to the consumer through the cost of the food. In addition, if corporations and large conglomerates take over food production, they will manage the market and set their own prices. All of society will pay."

The concept of saving the family farm will eventually come into its own, Atkinson believes. Agricultural prices in general are very strong, he says, and producers tend to forget their vulnerability. "But when the economy turns around, the crisis of the situation will focus in their minds much more sharply than it did during the last crisis, from 1969 to 1972. At times of crisis, farmers are prepared to make



substantial changes; they are conscious of their need to increase their bargaining power. When the economy changes, they will be aware of what the NFU can offer.

"This partly explains why most of Canada's farming population doesn't belong to the NFU at the moment," he continued. "I suppose the contradiction with which we are constantly struggling is that the farmer as a private entrepreneur has been brainwashed that in this business of free enterprise, he should have all his options open, in order to make his own choices. He wants to use a group or organization when he can achieve maximum benefit.

But as the industrial complex becomes more systematized and big business becomes more powerful, the options open to farmers are closed off. Eventually, the farmer will either have to join the industrial complex or join with his neighbours to bargain effectively with it. Our job is to maintain a position and facilitate the learning process, so when the appropriate time arrives, the farmers will move toward the position that gives them maximum protection."

According to Atkinson, another explanation of why the union has only signed up 10 per cent of Canada's farmers is that they have been inundated with propaganda and economic deterrents against joining by "vested interests who would be threatened if farmers joined in solidarity. I think it's fair to say the industrial sector understands more correctly the power relationships that would evolve if farmers were unionized and the problems it would have to face.

"Farmers also are not amenable to the kind of change we are talking about. They accept technological change, but with marketing and bargaining, they tend to hold onto the past. In addition, as the NFU grew from 1969 to 1972, new commodity organizations, such as the Palliser Wheat Growers Association and the Alberta Farmers Union, were deliberately created to fragment farmers' power. It is the farmers' nature to want to keep their options open: they think that if one organization is good, then six are even better. We keep saying fragmentation is weakening farmers' power. A unified organization benefits farmers. Professionals such as doctors join unified organizations — there is one medical organization, not organizations according to doctors' specialities."

The union's future? Atkinson foresees a long, hard struggle to sign up new members, given the current economic system and the difficulty in organizing members of a traditionally independent occupation. Operating on a voluntary membership basis means farmers must be canvassed every year, but so far, there have been people around willing to do the canvassing. Elmer Laird is one such NFU member who helps the membership campaign.

Laird farms about 1,000 acres of grain at Davidson, a town just off the main Saskatoon — Regina highway. A farm union man since 1949, he said he believes that farmers will not get anywhere unless they work together. One organization, such as the NFU, is necessary to speak for all farmers.

Few of his neighbours are NFU members, although he asked them to join. "Some livestock farmers grumble about the prices they are getting, yet they won't support the NFU," Laird noted. "When they talk about prices, I don't feel sorry for them."

South of the Laird spread, near the grain elevators of Craik, Saskatchewan, Ivan McMillan farms 1,280 acres of grain. He does not belong to the NFU because, he says, "they condemn everything without offering anything in its place. I also object to militancy, although there may be some place for confrontation."

McMillan believes that there is a need for farmers' organizations, but the NFU is too broadly based. Most commodities have their own lobbies, and he said he didn't think the NFU could effectively speak for the various segments of agriculture in a unified fashion.

Another farmer who does not belong to the NFU is Richard Barnsley. He farms 1,250 acres of grain near Balcarres, about 60 miles east of Regina. The NFU tends to bend toward socialism, he observed, and he asked how any farmer can consider himself a socialist.

"The NFU has its fingers in too many pies. Wheat is my bread and butter and I have to look after my own interests. An organization such as the Palliser Triangle Wheat Growers Association is better for me. The NFU must be careful when it makes a policy or a statement, because to speak for wheat farmers is to speak against livestock farmers. There is no relationship between a Saskatchewan wheat farmer and a Manitoba sugar beet farmer because of the differences in crops, transportation and marketing."

Barnsley asserts that he has no time for a radical organization such as the NFU, which promotes "death traps" such as tractor demonstrations, and he could not respect a group which pelts rotten wheat at politicians.

The Palliser Triangle Wheat Growers Association has its head office in Regina. Doug Campbell, Research Director, says that the Association represents about 3,000 wheat farmers in Alberta, Saskatchewan and Manitoba.

His association has no particular conflict with the NFU he asserted; there is a need for an overall farm organization in non-political matters, but the NFU has become too political. They take issue with too many matters, and condemn



governments on broad grounds, not necessarily regarding agriculture.

"The Palliser was formed because of the 1969-70 depression situation," says Campbell. "Wheat wasn't selling, and growers here saw U.S. farmers doing better. In the crunch, the farmers decided to form a lobby to keep in close contact with governments and agribusiness."

"The NFU thinks all agribusiness is bad. We have a constructive attitude; if we can get action, we don't confront. Some Palliser members once belonged to the NFU. They feel there is a need for a broad-based farmers union but not one as political and militant as the NFU."

# ARE BLUE-COLLAR WORKERS REALLY BLUE?

by GEORGE SANDERSON

Dissatisfaction with employment, a popular theme in recent mass-media programs and articles, has been attributed particularly to industrial workers engaged in repetitive assembly-line jobs. The popular theory is that alienation from work is hurting business and society, and that something must be done to make boring work more satisfying.

## Alienation Uncommon

Now, a team of American psychiatrists from Rutgers University who undertook a comprehensive study of production-line workers in a General Motors plant in the Baltimore area has found that worker alienation may be a myth. Contrary to the accepted view, the researchers discovered that loneliness, depression and life dissatisfaction were uncommon among the auto workers surveyed, except among emotionally disturbed employees.

The psychiatrists assumed that they would find a dissatisfied workforce. A senior union official (not from the United Auto Workers) told them: "You have to be crazy to work in that auto plant. You psychiatrists will have your hands full." Yet 95 per cent of the workers reported themselves happy with their jobs, and 71 per cent reported no part of their work as tiring or upsetting. These results were not consistent with the researchers' hypothesis about the "miserable impact of dull production-line employment on the mental health of the worker. (The researchers spent con-

siderable time in the plant and frankly still cannot understand why the workers do not express more dissatisfaction)... Our initial findings and anecdotal observations (based on five years of clinical work with this population) fail to demonstrate the presence of...alienation." Significantly, satisfaction levels were high in comparison with other groups and there was no more evidence of boredom and depression among the workers than among their spouses. "It is... possible that being the wife of a blue-collar worker is more conducive to depression than being the worker," the psychiatrists found. "The data concerning workers and their wives hardly support the notion that repetitive industrial work is in itself causative of alienation."

One explanation offered for the findings is that "the relative stability of the Baltimore workers, their age and the relatively steady growth of their income, make these workers typical in some ways. They are older, have moved about less and have been on the job longer than many workers. The most dissatisfied are perhaps weeded out over time." The researchers are currently gathering data on a younger workforce in New Jersey to test this hypothesis.

## Quantitative Measurements

"To move beyond anecdotes, impressions and theorizing" the Rutgers scholars "sought to develop quantitative measurements" of job dissatisfaction. Their study was not intended as a study of alienation per se: It was instead "an



examination of the so-called blue-collar blues, the presumed result of alienation." Using questions about loneliness and dissatisfaction, the survey was unique in that it made a direct comparison of responses given by three groups of workers: those who were psychiatric patients, non-patients who were classified by the researchers as mentally ill, and those not so classified.

The typical person in the survey was white, 40 years old and lived in his own row house. He had a ninth grade education, was born in Baltimore or had lived there for many years, had been married for more than 17 years and had two children. He had worked at the same job for more than 13 years and lived on a family income of close to \$9,000 a year.

Other Studies

The Survey Research Center at the University of Michigan confirmed the results of the Baltimore study. After analyzing 15 opinion surveys conducted since 1958, the researchers concluded that there has been no demonstrable change in American industrial workers' job satisfaction during the past decade.

Stanley E. Seashore, professor of psychology at the University of Michigan, concluded: "Over a span of several decades, estimates of the proportion of "dissatisfied" workers in the U.S. workforce generally, or in specific occupations, have remained surprisingly low and only moderately variant."

Another American researcher, A. Kornhauser, studied auto workers in Detroit. He summarizes his findings as being "in substantial agreement with hundreds of other studies in finding that workers express predominantly favourable feelings towards their job and life situation."

The evidence suggests that, for workers at nearly all levels, lack of challenge is much less oppressive than low income, job insecurity, inadequate fringe benefits or tyrannical supervision. Most people are willing to tolerate large doses of boredom if they are paid enough; and it is doubtful that the economic motivation to work will atrophy as fast as some psychologists have suggested.

Implications

If the data gathered by the Rutgers team are reasonably accurate, what are their implications? "The data suggest to us the astounding degree of plasticity of the human mind," say the psychiatrists. "Man has a great capacity to adapt and to cope; when that capacity breaks down, it does so globally... Thus, when loneliness, boredom and life dissatis-

faction occur, it is part of a larger pattern of psychological breakdown in the majority of the cases we have described and not a mere reflection of social pressures. Such a breakdown occurs no more often among those workers than among...Nova Scotia fishermen... or rural North Carolinians and less often than among... mid-town Manhattanites."

Expectations

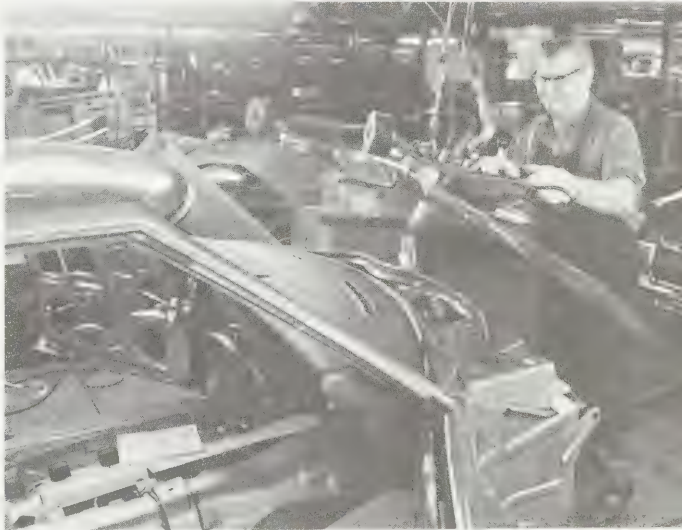
The Rutgers scholars "aren't implying that assembly-line work fills people with satisfaction. But they're getting about what they expect — a pay cheque, vacations and retirement." "Achieving job satisfaction" may actually mean having a job that lives up to one's expectations, say the Rutgers scholars. "One wonders whether similar high levels of satisfaction may not have been found among workers in the most adverse work conditions, where no more was expected."

The researchers think that "the data would shift radically were there a sudden infusion of young new workers with totally different expectations into the study population. The findings are a tribute to the workers' emotional plasticity and adaptability, not to the 'delights' of assembly-line industrial society."

Other Ends

People can resort to various devices to make their jobs more satisfying. Frequently, a worker will adjust to tedious work by dreaming of a better life, (for himself or his children), by lowering his aspirations, or by viewing his job as

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a means to other ends. The Rutgers psychiatrists suggest that the need "to produce products in which one can take intrinsic pride may not be part of the ego-ideal of the modern worker." Providing oneself with security, money, home and hobbies by working may be more important than the job itself.

## Other Influences

There is also the possibility that our prevailing concepts of job satisfaction have serious limitations. Most people think that satisfaction is caused primarily by the job itself, excluding the larger environment. Yet the work role is not the only role played by most people. Other aspects of life have important influences on overall happiness. Many workers obtain a large part of the challenge they seek off the job, through recreation, family activities or union membership. One of the most significant observations made by the Rutgers scholars was that "the presence of a strong and effective union seems to obviate the sense of powerlessness."

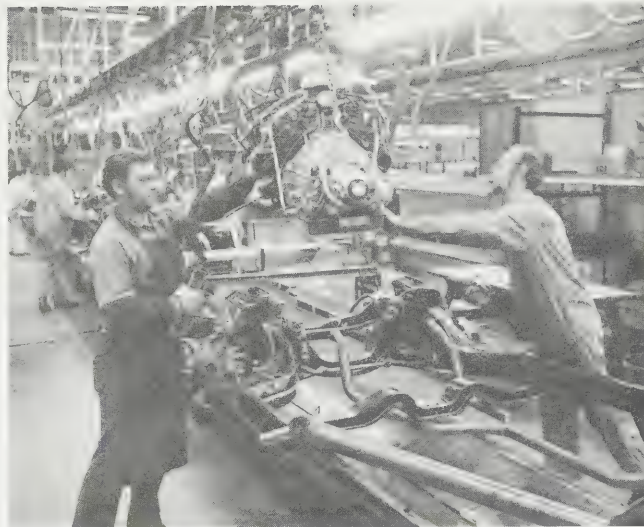
Our "ethnocentrism" should not blind us to the "effective coping patterns of those workers," the psychiatrists warn. The workers in their study "have effectively seized control over their own destiny and security through a powerful yet highly democratic union. The job is not the center of their lives, or its source of meaning, but a means toward enjoyment of other pursuits and security."

## Different Perceptions

Many members of the workforce feel and report satisfaction with jobs that don't deserve that kind of attitude — grossly deficient in pay, safety, security, intrinsic interest, and other normally valued qualities. Others experience and report dissatisfaction with work situations displaying nearly all the attributes that society considers desirable.

The individual assesses his job and work environment as he perceives them, according to his own needs, preferences and expectations.

The Rutgers authors comment that "to impute boredom, alienation, anomie, or the seeds of mental illness to another man's work or existence is a hazardous thing. To some blue-collar workers, the social scientists' preoccupation with books, dry articles, tables of statistics, and obsessive academic discourse must seem more boring, more alienating, more fraught with anomie than their own existence. That worker might provide excellent evidence that the lonely, dissatisfied social scientist has a much higher rate of surveyed mental illness, psychiatric utilizations, and suicides than any UAW population."



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In other words, the writers' and social scientists' belief that assembly-line workers are dissatisfied and alienated derives from the class-linked perception of what a good job should be. As one observer put it: "Middle-class careerists commonly submit to routine and repetitive job procedures, but they do so on the understanding that they are furthering their careers. The idea of people not only submitting to routine, boring work, but making a life's work of it is usually incomprehensible to them."

Michigan psychologist Seashore emphasizes the fact that people are not constant in their responses to working conditions. Job satisfaction is a dynamic process, he explains, "a desired state that is continuously experienced and maintained, if possible, within a continuously changing environment and within a continuous flow of changes in the individual." An initially challenging job may become less so, as the occupant gains competence through experience. Similarly, a man's pay may be highly satisfactory until he acquires a wife and child.

## Dissatisfaction Normal

"The occurrence of job dissatisfaction is quite a normal and inevitable thing, and, within limits, a desirable thing for society, in that dissatisfaction is temporary for the individual and stimulates necessary societal adaptations and changes," Seashore believes.

"If this view is valid," he says, "then we can anticipate that gross rates of job dissatisfaction in any large and diverse society may remain quite stable, or at least display changes that are slow in developing and limited in range."



## Indicators of Alienation

Writers and social scientists have tended to attribute rising rates of absenteeism, turnover and poor workmanship to emotional distress brought on by the dehumanizing work environment of the factory. They attribute these indicators of alienation particularly to younger workers, who have higher expectations brought about by rising levels of education, wealth and security; decreased emphasis on obedience to authority; a decline in achievement motivation; and a shift in emphasis from individualism to social commitment.

## Other Explanations

A higher rate of worker alienation may indeed explain increased absenteeism and turnover, industrial accidents, sabotage and resistance to rules, but it is not the only explanation. The increased rate of unscheduled absences may simply reflect individuals taking advantage of newly won paid-leave privileges. The labour market affects turnover rates, and today's worker has more alternatives. He is more skilled, more mobile and can more easily afford to quit and look elsewhere. Welfare, unemployment insurance schemes and other forms of government assistance also make it easier to change jobs.

Similarly, the increasing proportion of strikes and slowdowns over working conditions covers such a wide variety of issues that its implications in terms of attitudes to work are uncertain. A rise in union militancy may reflect a welling-up of negative feelings, but it may also result from tactical considerations. Rebelliousness of the rank and file may result from the insensitivity of union leaders rather than from the frustrations induced by work.

Finally, the absence of any clear-cut economic data pointing to disaffection with work raises the possibility that North Americans may be more satisfied with their jobs than some writers and behavioural scientists have suggested.

Moreover, the rash of news stories and surveys linking "the blue-collar blues" with the quality of working life has tended to obscure a number of longer range developments operating to create a far more favourable working environment. Changes in the occupational structure have meant an increase in the number of professional, technical and other white-collar jobs at the expense of blue-collar occupations. Many routine low-paying jobs remain, but there have been major improvements in the working environment.

Technological change has eliminated all but a few of the most tiring jobs. Improved lighting, ventilation, noise and

temperature control, sanitation and other amenities have been incorporated in the newer industrial facilities. Important changes have also been taking place in working hours. Flexible work schedules, compressed workweeks and part-time jobs have made work more appealing, especially to women and young people.

Higher levels of education, shorter working hours, longer vacations and earlier retirement with full pension rights have also opened up a wider range of opportunities away from work for creating a full and satisfying life. Finally, the increase in levels of pay and a host of new and improved fringe benefits have minimized the misery of dull, repetitive jobs.

## More Study Needed

"In any case," say the Rutgers psychiatrists, "even if subsequent work were to demonstrate clearly the 'alienation' of the worker from his job...one would have to wonder about the meaningfulness of the concept if it is virtually without psychological effect on the worker," as their data suggest. Further work is needed to measure directly alienation among workers.

It should be kept in mind, however, that even if economic factors are actually a greater cause of unhappiness than the intrinsic sterility of the job, this is no reason for ignoring the quality of working life any more than we should ignore arthritis just because heart disease or cancer kill more people annually.

The Rutgers psychiatrists warn that "the auto worker's job satisfaction must not be confused with smug acceptance of his life as it is. Standing in a pit, putting the same spot welds in a fender housing is no great pleasure. The workers insist that the line conditions should be as decent as possible and fight for wages and security to compensate for jobs that are unpleasant." They add that their findings "should not be used as a rationalization to maintain untoward work conditions. One should not have to find proof of global dissatisfaction, life dissatisfaction or a higher prevalence of mental illness to change what is amiss."



# LABOUR LEGISLATION IN 1973

## PART 6B: GENERAL INDUSTRIAL RELATIONS. THE CONSTRUCTION INDUSTRY, SPECIAL GROUPS, AND EMERGENCY LEGISLATION

by CAL McKERRAL

In 1973, Newfoundland added detailed construction industry accreditation provisions to its Labour Relations Act. (The amendment also included general measures that apply when business ownership is transferred and when successor rights are in question due to union mergers or jurisdictional transfers. Provision is also made for the control of interim injunctions).

Amendments to the Quebec Construction Industry Labour Relations Act set in motion landmark measures aimed at attaining industry- and province-wide collective agreements. Prince Edward Island established an accreditation system in the construction industry.

In British Columbia, The Public Service Labour Relations Act received royal assent. It modified certification and bargaining procedures and also introduced technological change provisions. As well, the province repealed the Civil Service Act and replaced it with the Public Service Act, effective November 7, 1973. The new Act establishes a Public Service Commission and a Grievance Board, and reconstitutes the Public Service Staff Relations Board.

The new Teacher Collective Bargaining Act replaced the Saskatchewan Teacher Salary Agreement Act, setting out

among other things, bargaining on a provincial as well as local basis. Emergency legislation ended strikes in the federal railway services and the Ontario elevator construction industry. Alberta retained emergency measures in the Labour Act, and strengthened its enforcement provisions.

### General

In Newfoundland the Labour Relations (Amendment) Act, 1973, proclaimed into force May 22, 1973, spells out in detail conditions that, when a business operation is transferred, bind the purchaser, lessee or transferee to continue with the bargaining rights of employees, subject to application to the Board for modification or resolution of any problems that occur.

Similarly, trade union successor rights claimed at the time of merger, amalgamation or transfer of jurisdiction are determined by the Board and declared by its order.

A new section was inserted into the Act to control interim injunctions. Where a lawful strike or lockout exists in a dispute, no *ex parte* injunction before trial may be granted that restrains any party to the dispute from doing any act in connection with the strike or lockout.

Any affidavit supporting an application for an interim injunction for restraint must be confined to facts that the deponent himself can prove. The other party in the dispute must be served the notice of motion, along with copies of any affidavits, no less than 24 hours before the time fixed for the hearing.

Deliberate misrepresentation of any fact or the withholding of any qualifying relevant matter provided by, or on behalf of, the applicant for an injunction constitutes a contempt of Court.

All these new provisions apply in every respect to the Fishing Industry (Collective Bargaining) Act, 1971 (in which the terms "association", "operator" and "fishermen" replace "trade union", "employer" and "employee").

## Construction Industry

On June 1, 1972, Quebec passed Bill 9, a significant amendment to the Construction Industry Labour Relations Act that sets up a system of "juridical extension" of a collective agreement. Under the amendment, the standards of wages and working conditions set in a collective agreement negotiated by a representative proportion of employers and employees are imposed by decree on the entire industry within a specified area.

An important and somewhat controversial provision of Bill 9 is that to be considered a collective agreement, an agreement must be made by one or more employees' associations which represent more than 50 per cent of the employees and one or more employers' associations which represent more than 50 per cent of the employers.

If no agreement is made, the matter can be referred to a council of arbitration with the consent of the employers' and employees' associations, each of whose representativeness is at least 50 per cent.

Previously, either an employer or an employee association with 5 per cent representativeness could veto an agreement.

Representative associations are no longer recognized individually by the Act. Now, every association of employers or employees wishing to be recognized as being representative for the purpose of the Act must apply during the tenth month preceding the expiry of the decree. The chief investigating officer then determines the representativeness of the association according to the size of membership, the amount of levies, and the number of hours worked. A certificate is then issued attesting to the degree of representativeness.

Bill 9 also stipulates that a single collective agreement may be concluded for the entire province.

Another important change is the provision that no collective agreement between an employer or employer's association and an employees' association may require that all or part of the labour force be hired through a hiring hall.

The Joint Advisory Commission has been abolished. The commission had advised on such matters as standardization of systems of vacations, social security plans, territorial scope of decrees and the hiring halls.

The new definition of representative association requires that changes be made in the method of appointing the 14 members of the Construction Industry Commission. The Commission exists to carry out decrees made under the Construction Industry Labour Relations Act.

## Arbitration

Arbitration must provide the final settlement to any dispute between the parties to a collective agreement relating to the interpretation, meaning, application or administration of the collective agreement or any of its provisions; a violation or alleged violation of the agreement; working conditions; or the question of whether a matter is arbitrable or not.

The procedure in the Act must be substituted for any arbitration or arbitration procedure provided for in the collective agreement.

The new procedures apply during the period from the date of the termination of a collective agreement to the date when conditions that must precede a vote, strike or lock-out, have been met.

Under Section 27 of the Act, these conditions are that the bargaining agent and the employer have failed, after bargaining, to conclude a collective agreement, and either (a) a conciliation board has been appointed to endeavour to bring about agreement between them and seven days have elapsed from the date on which the Minister received the board's report, or (b) fifteen days have elapsed since the Minister received a written request to appoint a conciliation board, and the Minister has given no notice that he has decided to appoint a conciliation board, or he has informed the party that he has decided not to appoint a conciliation board.

When a dispute arises that the parties are unable to resolve, they must agree by midnight of the same day upon the appointment of a single arbitrator to act on the matter. The Minister may appoint an arbitrator when one of the

parties notifies him that they have failed to make such an appointment. In any event, the Minister is empowered, with the written consent of the employer and the trade union or unions representing the employees concerned, to appoint an arbitrator during the term of the collective agreement or for the term mentioned in the appointment, thus superseding the above-mentioned "ad hoc" appointment provisions.

The arbitrator's decision is an order: it may require compliance with the collective agreement and reinstatement of an employee with or without compensation. The decision shall be rendered within 48 hours of the time of appointment unless an extension is agreed upon by the parties. From the time the decision is rendered, the parties must abide by and carry out any requirement it contains.

A report by the arbitrator of his decision must be transmitted to the Minister and the parties.

Payment of the remuneration and expenses of the arbitrator is to be shared equally by the employer or employers' organization and the trade union.

## Accreditation

A major amendment to the Prince Edward Island Labour Act has established an accreditation system in the construction industry.

Accreditation orders are to be issued in respect of a particular area and trade sector. "Sector" is defined as (1) industrial and commercial, (2) housebuilding, (3) sewers, tunnels and water mains, (4) road building, or (5) any other sector or sectors determined by the Labour Relations Board.

An employer's organization claiming to represent the unionized employers in a geographic area engaged in a particular sector of the construction industry may apply to the Labour Relations Board to be accredited as the sole bargaining agent for all unionized employers in the sector of the construction industry applied for.

The Board must then decide certain questions related to the appropriateness of the application. These are as follows: (1) whether the geographic area and sector applied for are appropriate for accreditation; (2) whether certain employers should be included in or excluded from the unit making the application; and (3) whether the employers' organization is sufficiently representative to be accredited.

To be considered representative, the employers' organization must have as members no less than 35 per cent of the unionized employers in the geographic area and sector applied for — who must employ a majority of the unionized

workers in that geographic area and sector; or have as members the majority of the unionized employers in the geographic area and sector applied for.

The Board must ascertain the number of unionized employers in the area and sector at the time of application, and if necessary hold a representation vote. An employee, for purposes of accreditation, is deemed to be one who was on the payroll for the weekly payroll period immediately preceding the date of the application. If this pay period is inappropriate, the Board may choose a more suitable one.

The applicant employers' association must be deemed to be properly constituted with sufficient authority from its members to be in control of them. In addition, no employers' organization that discriminates against any person on grounds of sex, race, colour, nationality, ancestry or place of origin is entitled to be accredited.

Where an accreditation is granted, the employers' organization becomes sole bargaining agent for all unionized employers in the unit for which the accreditation was granted, whether those employers belonging to the association or not. When the association has concluded a collective agreement or is legally in a strike or lockout position, all individual agreements in the unit become void. This provision was included to prevent "free-ride" agreements. The provisions also apply to employers who establish bargaining rights subsequent to an accreditation having been granted.

Provision is made for revocation of an accreditation at certain times outlined in the Act. These times are as follows:

- when an accreditation has been in effect for not less than 12 months and the accredited employers' organization is not a party to any collective agreement;
- after the commencement of the forty-sixth month of the operation of the accreditation order and before the forty-ninth month of its operation; and
- during the three-month period immediately preceding the end of every third year thereafter.

The Board may grant a revocation if the majority of the employers in the unit no longer wish to be represented by the association.

The new legislation does not compel any individual employer to cease operations when the accredited association is struck or locks out, but there is a prohibition of agreements for the supply of labour during a strike or lockout.

Accreditation provisions for construction industry employers' organizations in Newfoundland are laid down in amendments to the Labour Relations Act. Cognizance is taken of geographic areas, and the construction industry is divided into four sectors: industrial and commercial; house-building;



sewers, tunnels and water mains; and road building. Other sectors may be determined by the Board. An employer's organization may make formal application to the Board to be the sole collective bargaining agent for all unionized employers in the applicable sector and geographic area.

The Board is empowered to determine the appropriate geographic area and sector of the industry designate the whole or any part of the province as an appropriate geographic area and include or exclude employers from the unit before accreditation.

Before an employer's organization is accredited as the sole collective bargaining agent for all unionized employers in a certain area and sector, the Board must be satisfied that the employers' organization has as members either a majority of the unionized employers in that geographic area and sector, or no less than 35 per cent of the unionized employers in that geographic area and sector, who must employ a majority of the unionized workers in the area. The Board ascertains the number of unionized employers in the geographic area and sector applied for and the number of them who were members of the employers' organization at the time the application was made. The Board may hold a representation vote of employers in the area and sector applied for.

Before granting accreditation to an employer's organization, the Board must be satisfied that the employers' organization is a properly constituted organization controlled by its members, and that each of its members has vested appropriate authority in the organization to enable it to discharge the responsibilities of an accredited bargaining agent.

Accreditation is not permitted for any employer's organization that discriminates against any person because of race, religion, religious creed, sex, marital status, political opinion, colour or ethnic, national or social origin.

When an accreditation order is granted, all rights, duties and obligations under the Act applying to employers who belong to the accredited organization apply to the accredited organization. A collective agreement in force between an employer and a trade union at the date of accreditation does not bar a trade union from giving notice to that organization to commence collective bargaining; nor does it bar the organization from giving notice to the union to commence collective bargaining.

When an employer's organization is accredited and a collective agreement between an employer in the unit and a trade union is in force, that collective agreement terminates and is no longer in force:

- where a collective agreement is concluded between the employers' organization and the trade union or council of

trade unions, on the date of signing or the date on which the collective agreement comes into force, whichever is later; or

- when a collective agreement is not concluded between the employers' organization and the trade union or council of trade unions, on the date on which a strike or lockout is permitted in accordance with the Act.

After an employer's organization has been accredited and a union is certified for another employer in the sector and area covered by the accreditation order, the bargaining rights, duties and obligations of that employer, whether he becomes a member of the accredited organization or not, accrue to the organization. The employer is bound by any collective agreement in effect or subsequently negotiated between the accredited employers' organization and a trade union or council of trade unions in that sector.

If an employer's membership in an organization is terminated, the organization retains all rights, duties and obligations on behalf of the employer until the accreditation has been revoked.

An employer's membership must not be denied for any reason other than refusal or failure to pay the periodic dues, assessment and initiation fees uniformly required to be paid by all members of the employers' organization as a condition of acquiring or retaining membership in it.

No collective agreement is to be individually negotiated between an employer in the accredited sector and area and a trade union or council of trade unions; any such agreement is not binding.

Employers in an accredited unit may apply to the Board for a declaration that the accreditation be revoked:

- where the accreditation order has been in effect for not less than 12 months and the accredited employers' organization is not party to any collective agreement;
- after the commencement of the forty-sixth month of the operation of the accreditation order and before the commencement of the forty-ninth month of its operation; or
- during the three-month period immediately preceding the end of every third year thereafter.

Upon application for revocation of accreditation the Board must ascertain:

- the number of employees in the unit of employers on the date application was made;
- the number of employers in the unit of employers who, within the two-month period immediately preceding the date of the application, have voluntarily signified in writing that they no longer wish to be represented by the accredited employers' organization; and

— the number of unionized employees affected by the application. This is determined by examining the payrolls for the week immediately preceding the date of application. The Board may use another payroll period if it considers this to be advisable.

If the Board is satisfied:

— that a majority of the employers, the number of whose employees have been ascertained by the Board, have voluntarily signified in writing that they no longer wish to be represented by the accredited employers' organization; and  
— that such majority of employers employed a majority of employees as ascertained by the Board, the Board may declare the accreditation of the employers' organization revoked.

When the accreditation is revoked, all rights, duties and obligations of the employers' organization under the Act and under any unexpired collective agreement revert to the individual employers represented by the organization.

There is also a provision forbidding agreements for the supply of labour during a legal strike or lockout.

## Special Groups

### *Public Servants*

With the abolition of the British Columbia Mediation Commission, unsettled civil service disputes are no longer referred to binding mediation. A commission appointed to inquire into civil service bargaining reported at the end of 1972.

On April 18, 1973, The Public Service Labour Relations Act was introduced but did not progress beyond first reading. Subsequently this Act was re-introduced in the British Columbia legislature and received royal assent on November 7, 1973. It repealed the former Civil Service Act.

The Act covers all public service employees except employees of Crown Corporations, the Queen's Printer, the British Columbia Energy Commission, the Insurance Corporation of British Columbia and the British Columbia Development Corporation. Also excluded from the Act are deputy or assistant deputy ministers, law officers of the Crown, officials of the court (registrars, and chief and deputy chief official court reporters), personnel officers, and persons employed for a period of less than 60 days.

The government bargaining agent is the Public Service Commission, acting on behalf of and under the direction of the Treasury Board. The employees are represented by

unions certified by the Labour Relations Board. The Board is required to issue a certification where it is satisfied that a union has majority membership in a bargaining unit, and could order a vote of employees where there is between 35 and 50 per cent membership.

The Board may receive an application for certification from another union where no collective agreement has been concluded within 12 months of the original certification, or during the seventh and eighth months of a collective agreement. To be considered for certification, the challenging union must represent the majority of employees in the bargaining unit.

The Act contains union security provisions. An employee need not belong to a certified union as a condition of employment, but must join the union within 30 days of being employed.

As does the British Columbia Labour Code, this legislation contains a religious conscience section, whereby an employee who because of his religious belief is opposed to joining or belonging to a union may be exempted with Board approval from a union security clause.

Voluntary mediation and voluntary binding arbitration provisions are included in the new Act. Where a dispute exists, either party may request the Board chairman to appoint a mediator. If an agreement is still not effected, the parties may jointly request binding arbitration.

The Arbitration Board would consist of three members, one each nominated by the parties, and a chairman to be nominated by the previous two. Failing nominations by the parties, the Board would make appointments.

If the parties do not request mediation or arbitration, the union may conduct a strike vote by secret ballot. If the majority vote is in favour of strike action, a strike may take place only within the three months immediately following the vote. At least three days written notice must be given to the Civil Service Commission.

In a lockout situation, the union must be given three days written notice.

Technological change provisions have been included.

"Technological change" is defined as follows:

(1) the introduction by the Government into its work, undertaking, or business, of equipment or material of a different nature or kind than previously used by the Government in the work, undertaking or business; or (2) a change in the manner, method, or procedure in which the Government carries on its work, undertaking, or business that is directly related to the introduction of that equipment or material.



These terms of reference apply to change that would significantly decrease the number of employees; but they do not include normal layoffs resulting from a decrease in the amount of work to be done.

The Government would be obliged to give the employees' bargaining agent notice of intended technological change. Bargaining regarding the intended change would then have to commence within 14 days.

If an agreement was not reached prior to the full implementation of the change, the union could apply to the Labour Relations Board to have the existing agreement terminated.

If no notice was given, the Board could, upon written application from the union or an employee, investigate and make a binding decision as to whether the alleged change would constitute a technological change.

If the Board concluded that the alleged change would be a technological change, it would have to notify the Government and the parties would be obliged to begin bargaining within 14 days. If the technological change had already occurred, and no agreement was reached within 14 days, the union could apply to the Board to have the collective agreement terminated.

Unfair labour practice provisions forbid the Government from interfering with unions or discriminating against employees engaged in lawful union activity. Also, no officer or member of a union may intimidate or coerce an employee to become a union member.

The Act establishes a five-member commission appointed by the Lieutenant Governor in Council titled the "Public Service Commission". The object of this Commission is to develop, maintain, administer and supervise the public service. In order to achieve this end, the Act specifies certain duties that are the responsibility of the Commission: to examine and establish qualifications for positions, job classifications and promotions; to sponsor, encourage and administer safety programs; to discipline, subject to regulations, an employee; and to negotiate on behalf of the Government under The Public Service Labour Relations Act.

In addition, this Act establishes a Public Service Grievance Board consisting of three members appointed by the Lieutenant Governor in Council, one of whom is a person nominated by the employees or their agents. The duties of the Board are to investigate, hear and determine grievances submitted by employees or their representative and to make general rules of procedures. All decisions or findings of the Board are final and binding.

In the federal jurisdiction, the makeup of the Public Service Staff Relations Board was altered. Formerly, the board consisted of a chairman, a vice-chairman and up to eight other members equally representing the employer and the employees. As of April 17, 1973, the Act provides for the addition of up to three deputy chairmen appointed by the Governor in Council for a term not exceeding 10 years, with the possibility of re-appointment.

A deputy chairman may exercise the powers and functions of the chairman as delegated to him by the chairman of the Board. However, if the chairman is absent, or unable to act or if the office of the chairman is vacant, then the vice-chairman shall act as chairman. Where matters are decided by the majority of those present, the deputy chairman cannot vote if the chairman or vice-chairman is present.

### *Teachers*

On May 4, 1973, Saskatchewan gave royal assent to the new Teacher Collective Bargaining Act, which replaced the Teacher Salary Agreements Act of 1968.

The Act provides that bargaining takes place on two levels: province-wide and local.

Province-wide, the teachers are represented by a committee of four members appointed by the Saskatchewan Teachers' Federation. A committee of nine members negotiates on behalf of the school boards and the Government of Saskatchewan. Four of the nine members are appointed by the Saskatchewan School Trustees Association, and the remaining five are appointments of the Lieutenant Governor in Council. These bargaining committees negotiate matters concerning salaries, allowances for principals and vice-principals, superannuation, group life insurance and other mutually agreed matters, so long as they do not infringe upon local bargaining items.

Bargaining items on a local level between a school board committee and a local teachers committee deal with sick leave, sabbatical leave, educational leave, pay periods and special allowances. In both instances, negotiations are to commence by September 15 in the year in which a collective agreement expires (province-wide agreements are to be for a term of two years and are to expire on December 31 of the expiry year).

The Act also establishes the Educational Relations Board consisting of four members equally representative of the teachers and school boards and a chairman nominated by the four members. If a chairman is not nominated the Chief Justice of the Queen's Bench is to make the choice. This Board is to hold office for a period of four years, and members are eligible for re-appointment.



Where a dispute arises, application for mediation, arbitration and conciliation services can be made to the Board by either side of the bargaining committee. If mediation is requested, the Educational Relations Board can appoint a mediator or a team of mediators who, after attempting to settle the dispute, must report to the Board within 14 days. If an arbitration or conciliation board is requested an application in writing is to be made to the Board. If a party fails to nominate a member to one of the boards or if a chairman is not chosen within the time limit, the chairman of the Education Board makes the appointment.

By this Act, a Teacher Classification Board is continued, consisting of six members — two representatives of the trustees, two representatives of the teachers and two members, one of whom is to be chairman, appointed by the Minister of Education. This Board makes general recommendations to the Minister regarding teacher qualifications, conducts hearings, and makes binding decisions with regard to the classification of an individual teacher.

## Emergency Legislation

On August 31, 1973, Parliament enacted the Maintenance of Railway Operations Act (Bill C-217) providing for the resumption of railway services. Involved in the dispute were three groups of employees — the non-operating, the shopcraft and the railway operating employees — and Canada's two major railway companies, as well as other short-line companies. By the use of selective strikes, railway operations were suspended regionally on July 26 and nationally on August 23. In addition to normal procedures of mediation and conciliation, the Minister of Labour, John Munro appointed Judge Alan B. Gold as mediator to help bring about a settlement. After all avenues of solution of the dispute were exhausted and a national strike ensued, Parliament was recalled into special session on August 29.

Bill C-217 invalidated all prior authorization to take strike action as well as forbidding the railway companies to refuse to permit any striking employee from resuming work duties. The legislation provided for the extension of all collective agreements from January 1, 1973, to the day on which any new collective agreements come into effect, or December 31, 1974, whichever is the earlier. In addition, the Act ordered all railway companies and unions to resume negotiations immediately and to make every reasonable effort to conclude a new contract. In any event, any new settlement could not expire before December 31, 1974. The Minister was empowered to appoint mediators in the reopened negotiations. In addition, the Governor in Council could, on the Minister's recommendation, appoint an arbitrator whether or not a mediator had been appointed.

Specific wage increases were made to the three employee groups in three stages extending until July 1, 1974. Any subsequent wage settlements reached through arbitration can in no way be lower than those stated in the Act.

On March 22, 1973, the Ontario Legislature passed Bill 2, which ordered an immediate end to the seven-month-old strike by the International Union of Elevator Constructors against the Canadian elevator manufacturers in Ontario. The Bill also ordered compulsory arbitration to end the dispute.

In the Alberta Labour Act, the emergency provisions are retained. If an award of a Public Emergency Tribunal is not complied with, however, the Minister may now file a copy of the award with the clerk of the Court in the judicial district in which the difference arose. When this action is taken the decision is enforceable as a judgment or order of the Court.

(The above article, written by Cal McKerral of the Department's Legislative Research Branch, is the last in the "Labour Legislation in 1973" series.)

# 50 YEARS AGO

The functions of investigators employed by the Ontario Mothers' Allowance Commission, and a summary of the "Dawes Report" prepared by a committee of experts appointed to enquire into fiscal conditions in Germany, were among topics discussed in the November 1924 issue of The Labour Gazette.

## *Mothers' Allowances in Ontario*

Investigators employed by the Ontario Mothers' Allowance Commission were important as vocational guides to families receiving benefits under the Mothers' Allowance Act — assisting the adolescents in the families to secure suitable employment and advising them on their future careers. The total amount of benefits paid to these families during the year was \$1,612,701, the average benefits paid to each beneficiary being about \$35.50 a month. Of the total amount, \$586,090 was distributed to the counties, \$839,676 to the cities, \$31,049 to the "separated towns," \$2,810 to Indian reserves, and \$153,076 to judicial districts. In most cases the cost of the allowance was met jointly by the province and the local authority. The municipality was chargeable with half the amount of the allowance if the recipient had resided within its boundaries for a year; it was necessary for all applicants to have two years continuous residence in Ontario immediately prior to the date of application. Most of the beneficiaries were satisfactory and gave good care to their children, but constant supervision of some mothers was necessary, and in a few cases the allowance was cancelled because the mother proved to be "not a fit and proper person." In the

homes of the beneficiaries there were 11,791 children under 16 years of age. The allowance was not sufficient to maintain a family, and where there were no children of wage-earning age, the usual means of supplementing it was by the mother's own earnings. In the rural districts and small towns where rents were lower, the allowance was more nearly adequate than in the larger cities. In many cases the country mothers managed with very little outside employment and sometimes with none. Full-time factory and store employment was discouraged by the Commission, but part-time employment, which did not take the mothers from their homes more than charwork did, was often arranged.

## *Industrial Conditions and International Finance*

The instability of monetary conditions that had hampered international trade since World War I was one of the "admitted" causes of unemployment and unsettled conditions in Canada in 1924. The main cause of the disturbance of international credit was generally recognized as part of the problem of reparations by Germany for the damages of war. In 1923, the Reparation Commission of the Allied Powers established an international committee of experts to inquire into fiscal conditions in Germany and their relation to the problem of reparations. The committee presented its report in May 1924. Referred to as the "Dawes Report," from the name of the president of the committee, its recommendations were approved by the Commission and were subsequently adopted by the Allied Powers and by Germany. The "Dawes plan" had been in opera-

tion since August; its effects, manifested in more stable financial conditions in Europe, were expected to influence the financial and industrial situation in Canada. There were four essential features of the "Dawes plan": a schedule of reparation payments to be made by Germany directly out of taxation and through the imposition of a mortgage debt upon German railways and industry; the separation of collections in Germany (for which the German Government was to be held responsible) from the transfer of funds abroad (to be controlled by a committee representing the Allies); the establishment of a new bank of issue to unify and stabilize German currency; and the flotation of a foreign loan intended to assist in the establishment of the bank and to enable Germany to meet her most urgent immediate obligations. The transfer fund committee pointed out that, although the plan did not "attempt a solution of the whole reparation problem it foreshadowed a settlement intended in its application for a sufficient time to restore confidence, and at the same time so framed as to facilitate a final and comprehensive agreement as to all the problems of reparation and connected questions as soon as circumstances make this possible." The first four years of the operation of the plan were regarded as a period of recuperation and transition, with a gradual increase of payments to the fifth year, when the amount to be paid reached a standard total. During the first two years no payments were to be made out of ordinary budget receipts, but during the following years payments from the source were made progressively, so that in the standard year the budget furnished one half of the total payments.



## End the Disruption

"There is a growing public doubt as to whether the traditional system of collective bargaining is still the right way to go about sharing the productive output of the Canadian economy. The strikes that nobody wants are too often an inevitable part of the process of reaching a settlement. In the public services and essential industries particularly, their damaging effect increasingly amounts to relatively small numbers of strategically-placed workers holding a gun at society's head to achieve their demands...The power of organized labor, both economic and political, is growing steadily in Canada...The unions generally do an effective job in protecting the rights and interests of their members. With increasing power, however, comes broader responsibility to be concerned for the rights and well-being of the unorganized two thirds of workers and society as a whole. Organized labor is eternally vigilant against proposals to curtail the right of unions to call strikes. It is a lot less eager to help devise ways of negotiating industrial disputes that would have a better chance of reaching settlements without the need to resort to strikes...Labor should be aware that the public, including many trade unionists, is becoming increasingly impatient with the inconvenience and hardship brought by one strike after another...There will be a growing demand for laws to put an end to industrial disruption. Legislation of this kind will harm the unions and it is not in the long-term interests of a free Canadian

society. But it will be difficult for governments and politicians to resist the demand for action against repeated strikes. Labor statesmanship could help head it off by showing a more positive concern for strikes as a serious social problem in themselves, rather than as labor's principal weapon in negotiation." Editorial, *The Toronto Star*, September 2, 1974.

## Unnecessary Depression

More than half the American people think there's going to be a depression as bad as, or worse than, the depression of the 1930s...What the United States (and Canada) needs is some old ideas such as thrift; work; self-reliance; loyalty to the job, the product, and the company. These things are out of style, as I know well; to speak or write of loyalty to one's employer is to evoke gales of incredulous laughter. But (to take one example) that's what made Eaton's big, and that's what keeps it getting bigger...Would it hurt American workers to put in nine hours a day instead of eight? To put in six, or 5 1/2 days instead of five? To accept what pay cuts might be necessary in order to make American goods once again competitive in domestic and world markets? Would it hurt them to eat less, to drive less, spend less, waste less? Would the old New England saying, 'Eat it up, wear it out, make it do' be considered un-American today?...It seems to be that the depression Canada and the States are entering is the unnecessary depression...

We can get back to prosperity... by very simple methods and attitudes. But perhaps our political and governmental processes have become so complicated, so all-embracing, that simple things cannot be accomplished in or by or with them — or indeed despite them. Perhaps we've created a set-up where it just isn't possible to have more people working, and each producing more. Perhaps we've created a set-up where it just isn't possible for governments to spend less, or to stop printing money. If so, I'd say that the coming depression is going to be a very nasty one, indeed." Richard J. Needham, *The Globe and Mail*, September 4, 1974.

## Stagflation

"Canadians who have seen the value of their savings eroded by inflation must now also worry if there are any prospects for a bigger pay cheque, or whether they'll be collecting one at all. That's the sad message out of the news that the Canadian economy has stopped growing while prices continue to rise. This ominous state is a modern phenomenon called stagflation. It means real economic growth, in terms of new factories and expanded business, has stopped. The new business investment that our leaders assured us would keep the economy healthy this year is drying up. Since the labor force continues to grow, unemployment goes up. Meanwhile, prices keep rising at a dizzying rate...What all this spells out is that Ottawa's policies, which have been insufficient to check



inflation, are also unable to sustain economic growth. Canadians who so recently put their faith in a majority Liberal government are entitled to wonder what their leaders intend to do about this worst of all economic worlds. Our national government...seems paralyzed... Not that there is any magic panacea to be found. No matter what policies experts urge, all agree the best that can be hoped for in the short-term is to moderate the rate of inflation while setting long-term goals. But to solve the basic problem facing any country is a state of stagflation — how best to divide available prosperity while getting the economy moving again — a lot of discussion is needed to win the necessary consensus. To achieve this requires Ottawa's leadership, not a vacuum. A majority we may have elected, but it was to govern, not to abdicate." Editorial, *The Toronto Star*, August 31, 1974.

## Fear in Britain

"The fact is," said a top banker, 'politics and the good government of this country are no longer compatible. If we had a society under control and inflation gripped, the pain of going back to the norm would be very small. At the moment, the pain would be too great for any politician to sell. Therefore, you have a situation where whoever is running the country can't do what's got to be done. We are uncomfortably near a major breakdown of our society.' There is no doubt that great waves of fear have passed over much of Britain's business establishment. Many of the shrewdest and sanest of Britain's industrial leaders have a genuine dread of what the future holds, not only for the system to which they belong, but also for freedom and democracy as they know it. A country-wide survey to determine the hopes and fears of the British people revealed a nation that senses instinctively that it could be on the brink of one of the greatest social and economic upheavals in history; a nation afraid that it is careering along

out of control, going it knows not where; a nation that feels split from top to bottom as never before and longs to find a comfortable middle road ahead...'A social revolution is coming, whether we like it or not,' said a Rotherfield parish councillor. 'Class as we know it will disappear, and quite rightly so. The working man will become much more powerful, he'll demand his proper place in the scheme of things and he'll take a great deal more interest in the power he has. In other words, we're getting a new aristocracy.' A *London Daily Telegraph* survey in *The Toronto Star*, August 24, 1974.

## One Statistic

One statistic doesn't tell the whole economic story, but August 22 Statistics Canada released the latest report on washing machine sales, which tell part of the story. In June of this year, 25,242 automatic washing machines were sold in Canada, down from 34,668 in June, 1973. But old-fashioned, conventional washing machines were in more demand this year than last. In June of this year, 11,584 conventional washing machines were sold, compared with 10,087 last year in the same month. Electric clothes dryer sales were also lower this June than last year, declining from 25,541 to 21,169. Could the relatively fine weather this summer have something to do with the sales slump in automatic washers? Or is it simply that Canadian housewives are going back to the scrubbing board and clothes lines of the past." *The Citizen*, Ottawa, August 26, 1974.

## Deter Lawbreakers

"Are Canadians to be betrayed by governments which do not have the courage to define essential industries — in both the public and private sectors — pass laws forbidding strikes or lockouts in these industries, and enforce the law with penalties severe

enough to deter most lawbreakers and make those who do break the law wish they hadn't? We do not suggest that the law should be unfair to workers or to companies. There should be very thorough debate to determine which industries are essential. The law forbidding strikes and lockouts should be written to ensure just settlements without use of strike or lockout weapons. This does not mean arbitration as we now know it. Debate would be necessary to determine what it does mean. A couple of suggestions: settlements in restricted industries could be tied to the average of settlements reached by strong unions in negotiating with strong companies where strikes and lockouts are allowed; independent ombudsmen could be appointed to police contracts to prevent a pile-up of grievances. The point is that the present system of permitting strikes and lockouts in essential industries allows a comparative handful of workers to victimize thousands, millions of the public...The public has suffered many of these strikes and is grown bitterly angry...Political sense should direct governments to act, even if duty does not. Particularly because if they don't act soon, it will be too late." Editorial, *The Globe and Mail*, August 26, 1974.

## Feeding Inflation

"The way the federal government is handling the West Coast grain-handlers wage dispute is setting the stage for another round of price increases in Canada. Ottawa is trying to bulldoze four grain companies into granting a wage increase of 40 or 50 per cent. If it succeeds, it will be an open invitation to every union to escalate its demands to meet this government-sanctioned figure. And inevitably this must lead to more inflation pushed up by higher costs. Ottawa is upset because the grain handlers have gone on a work slowdown in their efforts to win a new contract with the grain companies...The federal government is leaning on the companies to accept

the recommendations of a federal conciliator, which have already been accepted by the union. Government sources are suggesting that Parliament will be recalled to impose the settlement...The present urgency, which should be uppermost in the federal government's mind, is the need to stem inflation. A government-sanctioned wage increase of 45 or 50 per cent is bound to have precisely the opposite effect. One answer might be a one-year agreement. This would give Ottawa time to study the industry — time they didn't take, it seems, on this occasion. Most important, it would give the government and everyone else another chance to make up their mind to fight inflation rather than yield to it." Editorial, *The Toronto Star*, August 24, 1974.

## Messages

"This being Labour Day, everybody seems to be giving messages to labour and labour giving messages to everybody... Now, my message to labour would be to pause for a while, take stock of its blessings, and stop pushing the public around so much. Because the public is getting mighty sick and tired of it all. In fact, if we had our own union, most of us would probably go on strike against both labour and management...Boy, do we have grievances... While labour and management wrangle and wrestle in a game at which both sides have become quite adept, the people who are most severely affected by it all look on helplessly, knowing they can't win no matter what happens...Strike, higher wages and then higher costs, followed by another strike to get higher wages and then higher costs, followed by another strike... and to the devil with the poor individual who can't hop on and off this madly revolving merry-go-round because he has no union to give him strike pay or argue for him... Not that unions should be prevented from carrying on legitimate negotiations with manage-

ment to improve, in a reasonable way, the lot of the worker. Over the years, the labour movement has brought about tremendous benefits in the lives of many men and women...But for the most part, those days are now far behind us. The labour movement is now solidly established and no unionized group is any longer in great danger of being severely put upon by its employer...If the unions want to remain in such a firm position, then they must begin to weigh much more thoughtfully their demands, and the effect upon the public of the strike that follows when these demands are not met. Surely public sympathy and good will are still important to the unions — or are they?...We are getting awfully tired of always being the losers, and if I were a union leader, I'd take serious note of this deep and growing discontent." Bruce West, *The Globe and Mail*, September 2, 1974.



# PRICES & EMPLOYMENT

The sugar index continued to advance, rising 12.6 per cent in the latest month to a level approximately 160 per cent above that of a year earlier. Various sugar-related products — chocolate bars, jelly powders and jam — registered important advances, and price increases were recorded for beverages and most frozen and convenience food items. Between August 1973 and August 1974, the total food index advanced 14.3 per cent — the price of food consumed at home rising 13.2 per cent and that for food consumed away from home, 20.2 per cent.

## *Housing*

The housing index rose 0.9 per cent, to 168.0 in August from 166.5 in July, and was 9.4 per cent higher than in August 1973. Within the shelter element, ownership costs advanced 1.4 per cent reflecting increases in the indexes for new houses, mortgage interest and repairs; rents increased 0.3 per cent. Among household operation items, the electricity index rose because of markedly higher rates in British Columbia. Higher prices were recorded also for furniture, floor coverings, linens, dishes and most household supplies.

## *Clothing*

The clothing index advanced 0.5 per cent, to 153.3 in August from 152.5 in July, and was 10.8 per cent above its level of a year ago. This increase, due to price increases for most items surveyed, contrasted with August movements in recent years when either declines or marginal increases were recorded. The women's wear component, advancing 0.8 per cent, was a major contributor to the increase; there was a rise of 0.8 per cent in the children's wear element and of 0.3 per cent in that for men's wear. The footwear and piece goods indexes each rose 0.4 per cent. The clothing index was 10.8 per cent above its level of August 1973.

## **Consumer, August**

The consumer price index (1961 = 100) rose 1.0 per cent, to 169.6 in August from 168.0 in July, and was 10.8 per cent above its level of a year ago. Increases were recorded for all major components, but most of the latest month's advance was due to rises of 1.4 per cent in the food index and 0.9 per cent in housing. The transportation index increased 0.6 per cent and that for recreation, education and reading rose 1.0 per cent. The health and personal care element advanced 1.5 per cent, clothing prices 0.5 per cent and tobacco and alcohol 0.8 per cent. In the latest month, the price level for all items other than food rose 0.8 per cent.

## *Food*

The food index advanced 1.4 per cent, to 192.8 in August from 190.2 in July, as the price level for restaurant food rose 1.6 per cent and home-consumed food prices increased 1.4 per cent — about one-half the average rate of increase between these two months since 1971. Most major components in the food-at-home index

rose during the latest month, except that for fresh vegetables, which declined 18.4 per cent — mainly because of price decreases of more than 30 per cent for potatoes and lettuce and a reduction of more than 10 per cent in the price of tomatoes and cabbage. Fresh fruit prices, on average, rose 3.5 per cent, and were 13 per cent about their August 1973 level. Processed fruit and vegetable prices continued to rise and were about 20 per cent higher than a year ago. Pork prices advanced 8.8 per cent in August and beef 4.2 per cent; the poultry index declined 0.3 per cent. All pork and most beef items registered increases, except hamburger, which decreased in price for the sixth consecutive month to a level about 17 per cent below its peak of February 1974, and 8.5 per cent lower than a year ago. Compared with August 1973, beef prices rose 7.7 per cent and poultry, 3.8 per cent; the pork index was 6.5 per cent below its level of a year ago. Egg prices were relatively stable in the latest month, retailing 1.1 per cent below their level of a year ago. The cereal and bakery products index rose 1.5 per cent in August; dairy products recorded a rise of 0.6 per cent, and the fats and oils component increased 0.1 per cent.



### *Transportation*

The transportation index rose 0.6 per cent, to 153.3 in August from 152.4 in July. New car prices, which advanced 0.9 per cent, and air fares, which advanced 6.4 per cent, were mainly responsible for this increase. Taxi fares and automobile insurance rates increased in some centres; the gasoline index declined 0.4 per cent. The transportation index was 10.5 per cent higher than a year ago.

### *Health and personal care*

The health and personal care index advanced 1.5 per cent to 172.4 in August from 169.9 in July. More than half of this increase was because of higher prices for men's haircuts and women's hairdressing in several major cities. Personal care supplies increased 1.4 per cent and pharmaceutical, 0.9 per cent. The health and personal care index was 9.5 per cent higher than in August 1973.

### *Recreation, education and reading*

The recreation, education and reading index advanced 1.0 per cent, to 162.0 in August from 160.4 in July, and was 10.3 per cent above its level of a year ago. Admission prices to football games and movies accounted for more than three quarters of the increase. Among other recreation items, price increases were registered for camera film and processing, and for pet food.

### *Tobacco and alcohol*

The tobacco and alcohol index advanced 0.8 per cent, to 145.0 in August from 143.9 in July, with most of the increase due to higher prices for home-consumed liquor and wine in Ontario. In the latest 12 months, the tobacco and alcohol index rose 6.2 per cent.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. The total goods index advanced 0.9 per cent in August with the main impetus coming from non-durable goods, which rose 1.1 per cent primarily because of higher prices for food, alcoholic beverages and health and personal care supplies. The indexes for durable goods and for semi-durable goods both rose 0.6 per cent, the former mainly because of higher automobile and furniture prices and the latter because of higher quotations for clothing and household furnishings. A rise of 1.1 per cent was recorded in the services indexes. Most components recorded advances, but the major contributors were the shelter, recreation and transportation elements. In the latest 12 months, the index for total goods advanced 12.2 per cent and for services 8.6 per cent.

### **City consumer, August**

Consumer price indexes rose in all regional cities and city combinations in August: increases ranged from 0.2 per cent in Halifax to 1.3 per cent in Thunder Bay and Vancouver. Food indexes advanced in all cities, with increases for beef, pork, dairy, bakery and cereal products, fresh fruit, beverages and restaurant food. Prices were lower in most cities for fresh vegetables, poultry and eggs. Housing components rose in all centres because of increased shelter costs and higher prices for furniture, floor coverings and household supplies. Clothing indexes rose in nine cities and city combinations and declined in three; prices were generally higher for footwear, women's lingerie, men's underwear and children's wear. Transportation components increased in all cities except Halifax with higher prices recorded for new cars and air fares. Health and personal care indexes rose in all cities on increased prices for men's haircuts and women's hairdressing, pharmaceuticals and per-

sonal care supplies. Recreation, education and reading components advanced in all cities, primarily because of higher admission charges to movies and sporting events and increased prices for camera film, including processing. Tobacco and alcohol indexes registered mixed movements.

### **Wholesale, July**

The general wholesale price index (1935-39 = 100) rose 2.2 per cent in July, to 462.5 from 452.5 in June, and was 23.2 per cent above the July 1973 level. There were increases in all eight major group indexes. The wood products group index advanced 4.4 per cent in July, to 583.0 from 558.2 in June. Wood pulp prices increased 13.2 per cent during the month and were 63.0 per cent higher than in July 1973. Price increases for sulphur, tumblers and coke were responsible for the advance of 2.8 per cent (to 342.2 from 332.9) for non-metallic minerals.

The animal products group rose 2.6 per cent, to 497.2 from 484.6, on price increases for cured meats, livestock and hides and skins. There was a 2.4 per cent increase in the vegetable products group, to 464.2 from 453.3, because of higher prices for vegetable oil products, grains and canned fruits.

Chemical products advanced 1.9 per cent, to 322.0 from 316.0; iron products 0.9 per cent, to 448.2 from 444.1; textile products 0.4 per cent, to 428.8 from 427.3; and non-ferrous metals 0.1 per cent, to 428.7 from 428.3.

### **Employment, August**

The seasonally adjusted employment level increased by an estimated 83,000 to 9,248,000 at the week ended August 17, from 9,165,000 in July, Statistics Canada reported. For persons 14-24 years of age, employment

rose by 25,000 to 2,437,000. The increase for men age 25 years and over was 29,000 and for women in that age group, 28,000. Full-time employment rose for men by 14,000 and for women by 42,000. Part-time employment increased for men by 36,000 and declined for women by 24,000. Provincially, the employment level advanced substantially in Ontario, and in Quebec, Alberta and Newfoundland. It declined moderately in Manitoba, Saskatchewan and British Columbia. There was little change in New Brunswick, Nova Scotia and Prince Edward Island.

#### *Unemployment*

The seasonally adjusted unemployment level increased by 30,000 to 522,000 from 492,000 in July. The level for persons age 14-24 years advanced 16,000 to 254,000 and for persons age 25 years and over, it rose by 18,000 to 270,000. By duration, unemployment for three months or less increased by 33,000 to 369,000, and for four months or more it decreased by 3,000 to 152,000. Provincially, the unemployment level was unchanged in Saskatchewan and Alberta, declined in New Brunswick, and increased in the other provinces.

#### *Unemployment rates*

The seasonally adjusted unemployment rate for Canada increased by 0.2 to 5.3 in August. The rate for persons 25 years of age and over rose by 0.2 per cent to 3.8, and for persons age 14-24 it advanced by 0.4 to 9.4.

Provincially, the rate increased 0.7 to 17.6 in Newfoundland, 0.9 to 7.0 in Nova Scotia, 0.1 to 6.8 in Quebec, 0.4 to 4.4 in Ontario, 1.0 to 2.9 in Manitoba and 0.4 to 6.5 in British Columbia. New Brunswick registered a decline of 1.8 to 7.3. Saskatchewan, at 2.2, and Alberta, at 2.7, were unchanged.

#### *Participation rates*

The seasonally adjusted national participation rate advanced by 0.8 to 58.9 in August. For persons age 14-24, the rate increased by 1.1 to 56.2, and for persons 25 years of age and over, the increase was 0.4 to 59.6. The rate for British Columbia was unchanged. New Brunswick, Manitoba and Saskatchewan showed declines; the remaining provinces recorded increases.

#### *Actual data*

The labour force (unadjusted for seasonality) was estimated at 10,152,000 persons in August, of whom 9,705,000 were employed and 447,000 were unemployed. The national unemployment rate was 4.4 and the participation rate was 61.1.

#### *Student data*

The unadjusted unemployment rate for students age 14-24 years was 3.7 in August 1974, compared with 3.7 in August 1973 and 5.6 in August 1972. The individual participation rates were 47.4, 43.3 and 41.3.



# CONCILIATION

**During August the Minister of Labour appointed Conciliation Officers to deal with the following disputes:**

CJRB Radio Limited and CJBR-TV Limited, Rimouski, Que., and National Association of Broadcast Employees and Technicians (Conciliation Officer: G. R. Doucet).

Freshwater Fish Marketing Corporation, Winnipeg, Man., and Retail, Wholesale and Department Store Union, Local 561 (Conciliation Officer: H. A. Fisher).

Motor Transport Industrial Relations Bureau of Ontario, Inc. (representing certain member companies within federal jurisdiction) and Teamsters Locals 91, 141, 879, 880 and 938 (representing drivers and maintenance employees) (Conciliation Officer: T. B. McRae).

Brunterm Limited, Saint John, N.B., and International Longshoremen's Association, Local 1764 (Conciliation Officer: C. A. Ogden).

Radio Ste-Agathe Inc., Ste-Agathe-des-Monts, Que., and Le Syndicat général des communications (CSN) (Conciliation Officer: S. T. Payne).

Central Mortgage and Housing Corporation, Ottawa, Ont., and Public Service Alliance of Canada (representing a unit of service employees) (Conciliation Officer: K. Hulse).

Four Seasons Radio Ltd., Kelowna, B.C., and Association of Commercial and Technical Employees', Local 1707 (CLC) (Conciliation Officer: A. A. Franklin).

Essex Terminal Railway Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Conciliation Officer: H. A. Fisher).

**Settlements by conciliation officers.** United Press International of Canada Ltd., and Canadian Wire Service Guild, Local 213, the American Newspaper Guild (Conciliation Officer: G. R. Doucet; reassigned to J. J. de Gaspé Loranger) (LG, Oct., p.743).

Canadian Pacific Air Lines Limited, Vancouver, B.C., and Hotel and Restaurant Employees and Bartenders Union, Local 16 (Conciliation Officers: D. H. Cameron and G. W. Rogers) (LG, Oct., p.743).

Zenith Transport Limited, Burnaby, B.C., and General Truck Drivers and Helpers, Local 31 (settled in direct negotiations prior to commencement of conciliation officers' meetings) (LG, Oct., p.743).

Pacific Western Airlines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers, Lodges 1500 and 1681 (representing a unit of employees classified as loadmasters) (settled in direct negotiations prior to commencement of conciliation officers' meetings) (LG, Oct., p.743).

Robin Hood Multifoods Limited, Montréal, Que., and National Union of Operating Engineers of Canada, Local 14850, Métallurgistes Unis d'Amerique (Conciliation Officer: J. J. de Gaspé Loranger) (LG, Sept., p.667).



Aeronaves De Mexico (Toronto and Montreal International Airports) and International Association of Machinists and Aerospace Workers, Lodge 2413 (settled in post-conciliation officer negotiations).

Midland Superior Express Ltd., Vancouver, B.C., and General Truck Drivers and Helpers, Local 31 (Conciliation Officer: D. H. Cameron) (LG, Aug., p.583).

**Disputes in which there was no further conciliatory action under Canada Labour Code (Part V – Industrial Relations).** Aero-club de Montréal, St. Hubert, Que., and le Syndicat des employés de l'Aero-club de Montréal (Montreal Flying Club) (CSN) (Conciliation Officer: G.R. Doucet) (LG, Oct., p.743).

**Conciliation commissioner appointments.** Trailways (Travelways) of Canada Limited, Thornhill, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of bus drivers working in and out of Georgetown, Ont.) (Conciliation Commissioner: George S. P. Ferguson, Q.C.) (LG, Oct., p.743).

Island Airlines Limited, Campbell River, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of ground personnel) (Conciliation Commissioner: R. G. Clements) (LG, Aug., p.583).

Air Canada and Canadian Air Lines Pilots Association (Conciliation Commissioner: Stanley H. Hart) (LG, Aug., p.583).

**Conciliation commissioner reports received.** ITT Canada Limited (Technical and Support Services Division, Ottawa, Ont.) and International Brotherhood of Electrical Workers, Local 2228 (Conciliation Commissioner: Judge J. C. Anderson) (LG, Oct., p.744).

Nordair Limited, Montréal International Airport and International Association of Machinists and Aerospace Workers, Lodge 2309 (representing employees of the Maintenance, Traffic, Operations and Stores Division) (Conciliation Commissioner: Pierre Dufresne) (LG, Oct., p.744).

Alaska Trainship Corporation, New Westminster, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, Sept., p.668).

**Conciliation commissioner settlements.** Allied Aviation Service Company of Newfoundland, Limited, Gander, Nfld., and International Association of Machinists and Aerospace Workers; Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (Conciliation Commissioner: Lorne O. Clarke, Q.C.) (LG, Oct., p.744).

Kenwood's Moving and Storage Limited, Montréal, Que., and Cartage and Miscellaneous Employees' Union, Local 931 (Conciliation Commissioner: Judge Maynard B. Golt) (LG, June, p.444).

Northland Navigation Co. Ltd., and Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, Sept., p.668).

**Disputes settled in post-conciliation commissioner negotiations.** Nordair Limited, Montréal International Airport and International Association of Machinists and Aerospace Workers, Lodge 2309 (representing employees of the Maintenance, Traffic, Operations and Stores Division) (see above).

Alaska Trainship Corporation, New Westminster, B.C., and Seafarers' International Union of Canada (see above).

Canadian Freightways Limited, Calgary, Alta., Loiselle Transport Limited, Vancouver, B.C., and Millar and Brown Limited, Cranbrook, B.C., and Teamsters Locals 31, 213, 362, 979 and 395 (settled with the mediation assistance of D. H. Cameron) (LG, Oct., p.744).


Alttrans Express Ltd., Burnaby, B.C., and Teamsters Locals 362, 213, 979 and 31 (LG, Oct., p.744).

**Appointment of mediators under Sec. 195 of the Canada Labour Code.** Canadian Lake Carriers Association, Montréal, Que., (representing certain member shipping companies) and Canadian Merchant Service Guild (Mediators: C. E. Poirier and T. B. McRae) (LG, Oct., p.744).

Canadian Lake Carriers Association, Montréal, Que., and Canadian Marine Officers Union (Mediators: C. E. Poirier and T. B. McRae) (LG, Oct., p.744).

Strike action following the appointment of mediators under Sec. 195 of the Canada Labour Code. Canadian Lake Carriers Association, Montréal, Que., (representing certain member shipping companies) and Canadian Merchant Service Guild (strike commenced on August 8, 1974) (see above).

Canadian Lake Carriers Association, Montréal, Que., and Canadian Marine Officers Union (strike action commenced August 8, 1974) (see above).



# Additions to the Library

## LIST NO. 307

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

### Arbitration, Industrial

**1. Goldblatt, Howard.** Justice delayed: the arbitration process; a statistical study prepared for the Labour Council of Metropolitan Toronto, by Howard Goldblatt. Data collected by Howard Goldblatt [and others. Toronto, Labour Council of Metropolitan Toronto, 1974?] 52p.

**2. Ontario. Ministry of Labour. Research Library.** Industrial arbitration in Canada, 1965-1973; a selective bibliography compiled by Douglas Armstrong and Marian Dworaczek. [Toronto] 1974. 8p.

**3. U.S. National Commission for Industrial Peace.** Report and recommendations. [Washington] Executive Office of the President, 1974. 15p.

### Blacks

**4. Black community profile; a survey of the Black population of New Glasgow, Nova Scotia, summer 1973.** Research conducted by: Bette Skinner, Co-ordinator, [and others] Consultant: Michael J. Marentette. Sponsored by the Nova Scotia Human

Rights Commission. [Halifax, Nova Scotia Human Rights Commission, 1974?] 63p.

**5. Henry, Frances.** Forgotten Canadians, the blacks of Nova Scotia. [Don Mills, Ont.] Longman Canada [c1973] 215p.

### Certification

**6. Finkelman, Jacob.** The rationale in establishing bargaining units in the federal Public Service of Canada. Kingston, Ont., Industrial Relations Centre, Queen's University, 1974. 36p.

### Civil Rights

**7. Brooks, Thomas R.** Walls come tumbling down: a history of the civil rights movement, 1940-1970. Englewood Cliffs, N.J., Prentice-Hall [1974] 309p.

### Collective Agreements

**8. Québec (Province). Ministère du travail et de la main-d'oeuvre. Service de la recherche.** Analyse des conventions; industries diverses du bois. [Québec] 1973. 51p.

### Collective Bargaining

**9. Duryea, Edwin D.** Faculty unions and collective bargaining [by] E.D. Duryea, Robert S. Fisk, and associates. [1st ed.] San Francisco, Jossey-Bass Publishers, 1973. 236p.

### Corporations

**10. Conference Board.** Planning and the corporate planning director, by James K. Brown and Rochelle O'Connor. [New York, 1974] 94p.

**11. Cumming, Peter A.** Proposals for a new not-for profit corporations law for Canada. [Ottawa, Information Canada, 1974] 2 v. Title in French: Propositions pour un nouveau droit des corporations canadiennes sans but lucratif.

**12. Labour Party (Great Britain). Industrial Policy Sub-Committee. Working Group on Company Law.** The community and the company; reform of company law; report of a Working Group of the Labour Party Industrial Policy Sub-Committee. London [1974] [36]p.

### Economic Conditions

**13. Conference Board. Canadian Office.** The economic outlook and supply shortages; Canadian Economic Forum, Ottawa, April 1974. Ottawa, 1974. 100p.

**14. Manitoba. Department of Industry and Commerce.** The economy of the Province of Manitoba, 1973. [Winnipeg, 1974?] 56p.

**15. U.S. Congress. Joint Economic Committee.** The 1973 midyear review of the economy. Hearings, Ninety-third Congress, first session. Washington, GPO., 1974. 393p.

**Economic Policy**

**16. Gordon, Robert Aaron.** Economic instability and growth: the American record. New York, Harper & Row [1974] 216p.

**Economics**

**17. Rohrlich, George Friedrich.** Social economics: concepts and perspectives. [Patrington, Eng.] Published by Emmasglen Ltd. for the International Institute of Social Economics, 1974. 30p.

**Economists**

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# labour statistics

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
<b>TOTAL CIVILIAN LABOUR FORCE*</b>		(in thousands)		
Week ended August 17, 1974		10,152	+ 0.1	+ 5.0
Employed	August	9,705	+ 0.3	+ 5.1
Agriculture	"	542	- 4.2	- 2.7
Non-agriculture	"	9,163	+ 0.6	+ 5.6
Paid workers	"	8,626	+ 0.6	+ 5.5
At work 35 hours or more	"	6,971	+ 6.8	+ 4.6
At work less than 35 hours	"	1,186	+ 2.7	+ 4.6
Employed but not at work	"	1,549	- 22.3	+ 7.9
Unemployed	"	447	- 3.9	+ 3.2
Atlantic	"	58	- 9.4	+ 20.8
Quebec	"	159	- 4.2	- 3.0
Ontario	"	140	- 0.7	+ 13.8
Prairie	"	33	-	- 35.3
British Columbia	"	57	- 6.6	+ 21.3
Without work and seeking work	"	425	- 5.3	+ 2.7
On temporary layoff up to 30 days	"	22	+ 37.5	+ 10.0
<b>INDUSTRIAL EMPLOYMENT(1961 = 100)†</b>	May	143.4	+ 2.6	+ 5.4
Manufacturing employment(1961 = 100)‡	"	135.4	+ 1.8	+ 4.4
<b>IMMIGRATION</b>	Calendar Yr/73	184,200	-	-
Destined to the labour force	" "	92,228	-	-
<b>STRIKES AND LOCKOUTS</b>				
Strikes and Lockouts	July	236	+ 4.0	+ 72.3
No. of workers involved	"	105,213	- 51.8	+ 41.2
Duration in man days	"	1,092,570	- 47.7	+ 75.2
<b>EARNINGS AND INCOME</b>				
Average weekly wages and salaries(ind. comp.)†	May 1974	175.33	+ 2.1	+ 10.4
Average hourly earnings (mfg.)†	"	4.28	+ 1.9	+ 12.0
Average weekly hours paid†	"	39.0	- 0.5	- 2.0
Consumer price index(1961 = 100)	August	169.6	+ 1.0	+ 10.8
Index numbers of weekly wages in 1961 dollars(1961 = 100)‡	May	134.5	+ 0.4	- 1.3
Total labour income (millions of dollars)†	July	6,232.9	- 1.7	+ 16.8
<b>INDUSTRIAL PRODUCTION†</b>				
Total (average 1961 = 100)	July	220.7	- 0.9	+ 1.8
Manufacturing	"	218.0	- 0.7	+ 2.1
Durables	"	252.4	- 0.1	+ 2.5
Non-durables	"	190.9	- 1.3	+ 1.9
<b>NEW RESIDENTIAL CONSTRUCTION**</b>				
Starts	July	107,111	-	- 6.6
Completions	"	113,512	-	+ 7.1
Under construction	"	166,587	-	- 2.7

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.



# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts in Existence During Month or Year				
	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
1969 .....	566	595	306,799	7,751,880	0.46
1970 .....	503	542	261,706	6,539,560	0.39
1971 .....	547	569	239,631	2,866,590	0.16
1972 .....	556	598	706,474	7,753,530	0.43
† 1973 .....	674	721	352,237	5,768,790	0.30
† 1973:					
July .....	65	137	74,509	623,580	0.37
August .....	83	167	106,551	1,246,920	0.68
September .....	58	165	112,218	700,200	0.48
October .....	51	145	45,500	491,140	0.29
November .....	43	115	46,283	358,820	0.21
December .....	21	83	62,620	307,720	0.21
1974:					
† January .....	64	110	24,787	271,650	0.16
† February .....	65	127	43,782	420,340	0.27
† March .....	75	139	50,014	437,870	0.27
* April .....	79	151	59,921	619,740	0.38
* May .....	129	229	94,578	1,365,870	0.78
June .....	117	227	218,367	2,089,590	1.27
July .....	118	236	105,213	1,092,570	0.59

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, JUNE, 1974, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Forestry .....	4	5	11,822	83,950
Mines .....	6	10	6,924	46,570
Manufacturing .....	68	140	73,292	868,030
Construction .....	12	16	7,387	47,380
Transpn. & utilities .....	9	17	2,063	10,450
Trade .....	9	19	1,800	17,460
Finance .....	—	2	68	470
Service .....	8	20	1,478	13,830
Public admin. ....	2	7	379	4,430
All industries .....	118	236	105,213	1,092,570

## STRIKES AND LOCKOUTS, JUNE, 1974, BY PROVINCE (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland .....	9	10	4,359	13,740
Prince Edward Island .....	2	3	458	1,730
Nova Scotia .....	5	6	4,072	7,960
New Brunswick .....	—	1	19	350
Quebec .....	41	83	17,368	265,970
Ontario .....	31	67	21,843	345,450
Manitoba .....	3	6	372	4,520
Saskatchewan .....	6	8	5,186	28,990
Alberta .....	3	6	3,324	47,580
British Columbia .....	12	37	46,734	369,100
Federal .....	6	9	1,478	7,180
All jurisdictions .....	118	236	105,213	1,092,570

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			July	Accu- mulated	Termination Date	Result
<b>Forestry</b>							
	Forest Industrial Relations, Coastal area, B.C.	Woodworkers, various locals (AFL-CIO/CLC)	9,970	72,670	129,730	June 15 July 15	Wages, cost of living escalator clause — Wage increase & cost of living escalator clause
	Gaspesia Pulp & Paper, Chandler & Gaspé, Qué.	United Paperworkers loc. 129 (AFL-CIO/CLC)	650	8,450	8,450	July 8 July 25	Wages — Settled by mutual agreement.
	Interior Forest Labour Relations Association, various locations, B.C.	Woodworkers, various locals (AFL-CIO/CLC)	286	1,290	1,290	July 24 July 30	Wages & fringe benefits — Wage increase
	MacMillan Bloedel Cameron & Franklin River, B.C.	Woodworkers, loc. 185 (AFL-CIO/CLC)	900	1,240	1,240	July 26 July 31	Training program — Return of workers pending further discussions
<b>Mines</b>							
<b>METAL MINES</b>							
	Texada Mines Ltd. Gilles Bay, B.C.	Teamsters, loc. 213 Labourers loc 168 (Operating Engineers loc 115 (AFL-CIO/CLC)	150	150	2,940	June 5 July 2	Wages, fringe benefits —
	Campbell Chibougamau Mines Ltd., Chibougamau, Qué.	Steelworkers, loc 5186 (AFL-CIO/CLC)	557	12,330	13,820	June 27 July 29	Wages — Settled by mutual agreement
	Cominco Ltd. Salmo & Kimberly	Steelworkers, loc 901 & 651	1,103	24,810	24,810	July 1	Wages, cost of living escalator clause
	Cominco Ltd. Kimberly, B.C.	Assoc. of Commercial & Technical Employees loc. 1672 (CLC directly chartered)	130	2,880	2,880	July 1	Wages, cost-of-living escalator clause, fringe benefits —
	Les Mines Patino du Qué., Chibougamau, Qué.	Steelworkers, loc. 5914 (AFL-CIO/CLC)	618	8,830	8,830	July 2 July 22	Wages, cost of Living adjustment — Settled by mutual agreement
	Iron Ore of Canada Labrador City, Nfld.	Steelworkers, loc 5795 (AFL-CIO/CLC)	2,700	1,350	1,350	July 30 July 30	Not reported — not reported
<b>MINERAL FUELS</b>							
	Union Gas Ltd. Various Locations, Southwestern, Ont.	Oil Workers locs. 9-810 & 798, Chemical Workers loc 683 (AFL-CIO/CLC)	1,109	17,740	129,200	Feb. 6 July 24	Wages, pensions, vacations — Settled through mediation; wage increases & cost-of-living adjustment clause.
	Cardinal River Coals Hinton, Alta.	Mine Workers loc. 1656 (CLC)	200	4,330	11,910	May 4	Fringe benefits —
	Kaiser Resources Ltd Sparwood, B.C.	Mine Workers loc 7292 (CLC)	1,500	1,500	1,500	July 31	Various grievance —

**STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)**

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			July	Accu- mulated	Termination Date	
Location	Union					Result
<b>Manufacturing</b>						
<b>FOOD &amp; BEVERAGES</b>						
Burns Foods Ltd. Swift Canadian Co. Ltd., Canada Packers Ltd., Edmonton & Calgary, Alta.	Food Workers locs. 233, 280 & 243, (AFL- CIO/CLC)	2,713	37,980	86,080	June 5 July 22	Wages, employees locked out — Settled through mediation.
Galco Food Products Ltd., Toronto, Ont.	Food Workers loc P1105 (AFL-CIO/CLC)	114	2,510	2,850	June 26	Wages —
Hiram Walker & Sons Ltd., Winfield, B.C.	Distillery Workers loc 202 (AFL-CIO/CLC)	125	2,000	2,250	June 27 July 24	Contract issues — Return of workers
Hiram Walker & Sons Ltd., Windsor, Ont.	Can. Union of Distillery Workers loc 1	800	17,600	17,600	July 2	Lag in contract talks —
Fishery Products Port-au-Choix, Nfld.	Food Workers loc 465 (AFL-CIO/CLC)	270	3,510	3,510	July 2 July 19	Not reported — not reported
Walter Lowney Co. Ltd., Sherbrooke, Qué.	Bakery Workers loc. 476 (AFL-CIO/CLC)	650	13,650	13,650	July 3	Wages —
Pêcheurs-unis du Qué. Rivière-au-Renard, Qué.	Commerce Fédé- ration (CNTU)	150	2,250	2,250	July 3 July 24	Cost of living adjustment — Settled by mutual agreement
Quaker Oats Co. of Canada Ltd., Trenton Ont.	Food Workers loc. P1172 (AFL-CIO/CLC)	195	3,710	3,710	July 5	Wages, cost-of-living clause
Christie Brown & Co. Ltd., Montreal, Qué.	Bakery Workers loc. 333 (AFL-CIO/CLC)	500	2,000	2,000	July 9 July 15	Cost-of-living adjustment Lockout after slowdowns —
Dairy Producers Cooperative Ltd. Saskatoon, Sask.	Teamsters loc. 139 (Ind.)	210	3,570	3,570	July 9	Wages —
Dairy Producers Cooperative Ltd. Regina, Sask.	Teamsters loc. 834	142	140	140	July 15 July 16	Respecting picket lines — Return after one day
National Sea Product Port-au-Choix, Nfld.	Food Workers loc. 1252 (AFL-CIO/CLC)	400	400	400	July 16 July 17	Protest firing — Not reported
Pêcheurs-Unis, Newport, Qué.	Commerce Fédé- ration (CNTU)	195	980	980	July 17 July 24	Wages — Settled by mutual agreement.
Christie Brown & Co. Ltd. Montreal, Qué.	Bakery Workers loc. 333 (AFL-CIO/CLC)	450	2,250	2,250	July 25	Cost-of-living adjustment —
Fishery Products Port-au-Choix, Nfld.	Food Workers loc. 465 (AFL-CIO/CLC)	270	1,350	1,350	July 25	Not reported —
Biscuit David Montréal, Qué.	Commerce Fédé- ration (CNTU)	520	1,560	1,560	July 29	Wages —



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			July	Accu- mulated	Termination Date	Result
RUBBER							
	Firestone Tire & Rubber Co. Ltd. Hamilton, Ont.	Rubber Workers loc. 133 (AFL-CIO/CLC)	1,200	26,400	128,400	Feb. 28	Wages & fringe benefits —
	Goodyear Tire & Rubber Co. of Canada Ltd. Toronto, Ont. Bowmanville, Ont.	Rubber Workers locs. 189 & 232 (AFL-CIO/CLC)	2,150	47,610	150,400	Apr. 25	Wages, cost-of-living clause
	Protective Plastic Co. Ltd. Scarborough, Ont.	Machinists loc. 1257 (AFL-CIO/CLC)	116	1,740	1,740	June 10 July 2	Wages, cost-of-living allowance — not reported
	Union Carbide of Canada (Plastic Products Division) Lindsay, Ont.	Graphic Commu- nications Union loc. 512 (AFL-CIO/CLC)	400	8,860	11,720	June 21	Wages & fringe benefits —
	Co. Firestone Joliette, Qué.	Rubber Workers (AFL-CIO/CLC)	345	4,310	4,310	July 4 July 21	Wages, suspension of 15 employees, cost-of-living adjustment — Return of workers
	Firestone Tire & Rubber Co. of Canada Ltd., Calgary, Alta.	Rubber Workers loc. 635 (AFL-CIO/CLC)	240	2,760	2,760	July 4 July 21	Wages, cost-of-living adjust- ment — Return to work under court order
	Rubbermaid (Canada) Ltd., Mississauga, Ont.	Auto Workers loc. 252 (CLC)	250	1,500	1,500	July 8 July 16	Wages — Return of workers ordered by union
	Goodyear Québec, Qué.	Rubber Workers loc. 483 (AFL-CIO/CLC)	200	3,600	3,600	July 8	Cost-of-living adjustment —
	Uniroyal Ltd. Kitchener, Ont.	Rubber Workers loc. 80 (AFL-CIO/CLC)	1,235	2,470	2,470	July 11 July 15	Wages & fringe benefits — Return of workers
	Rubbermaid (Canada) Ltd., Mississauga, Ont.	Auto Workers loc. 252 (CLC)	250	1,880	1,880	July 22	Wages —
TEXTILES							
	Celanese Canada Ltée. Coaticook, Qué.	CSD	230	5,090	12,980	May 13	Wages & other questions, work schedule —
	Consolidated Textiles Ltd., Alexandria, Ont.	Textile Workers Union loc. 1664 (AFL-CIO/CLC)	200	4,400	7,330	June 10	Slowness in negotiations, wages
KNITTING MILLS							
	Penmans Ltd. St-Hyacinthe, Qué.	Textile Fede- ration (CNTU)	330	7,260	13,860	May 31	Wages —
CLOTHING							
	Edmont Canada Ltd. Cowansville, Qué.	Rubber Workers loc. 821 (AFL-CIO/CLC)	170	3,760	6,670	June 7	Cost-of-living escalator clause —
WOOD							
	Canadian Forest Products, Hunting Merritt, B.C.	Woodworkers loc. 1-217 (AFL-CIO/CLC)	200	4,400	94,800	Sept 13	Hours of work, elimination of piece work — rates of pay

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			July	Accu- mulated	Termination Date	
Location	Union					Result
Eurocan Pulp & Paper Co. Ltd., Kitimat, B.C.	United Paper-workers loc. 1127 & 298 (AFL-CIO/CLC)	105	2,330	6,190	May 10	Schedule —
Forest Industrial Relations, Coastal Area, B.C.	Woodworkers various locals (AFL-CIO/CLC)	5,595	40,820	72,910	June 15 July 15	Wages, cost-of-living escalator clause — Wage increase & cost-of-living escalator
Koppers International Canada Ltd., Burnaby B.C.	Woodworkers loc. 1-357 (AFL-CIO/CLC)	140	2,660	3,990	June 17 July 29	Grievance — Settled by mutual agreement
Interior Forest Labour Relations Association, Various locations, B.C.	Woodworkers various locals (AFL-CIO/CLC)	7,622	55,400	55,730	June 28 July 30	Wages & fringe benefits — Wage increase
Rexwood Products Ltd. New Liskeard, Ont.	Carpenters loc. 2995 (AFL-CIO/CLC)	112	2,340	2,340	July 3	Wages & fringe benefits
Canadian Cellulose Co. Ltd., Castlegar, B.C.	Woodworkers loc. 1-405 (AFL-CIO/CLC)	420	1,260	1,260	July 22 July 29	Wages & fringe benefits — Wage increase
North Central Plywood, Prince George, B.C.	Pulp & Paper Workers of Canada loc. 25 (CCU)	240	1,920	1,920	July 22	Dispute over training program, suspension of an employee —

FURNITURE AND FIXTURES

Matelas Supreme Inc. Saint-Narcisse, Qué.	Building and Wood Workers Federation (CNTU)	110	2,420	15,730	Jan. 8	Wages & working conditions —
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PAPER

Consolidated Bathurst Packaging Ltd., Hamilton, Ont.	Woodworkers loc. 2-69 (AFL-CIO/CLC)	220	1,980	9,460	May 10 July 15	Wages, incentive bonus & vacations — Settled through mediation
Consolidated Bathurst Packaging Ltd., Whitby, Ont.	Woodworkers loc. 242 (AFL-CIO/CLC)	224	2,240	9,920	May 11 July 16	Wages, cost-of-living adjustment — Settled by mutual agreement
Consolidated Bathurst Packaging Ltd., St Thomas, Ont.	Woodworkers loc. 2-337 (AFL-CIO/CLC)	135	2,970	7,600	May 11	Wages, fringe benefits —
Matériaux de Construction Domtar Ltée. Lasalle, Qué.	United Paper-workers loc. 658 (AFL-CIO/CLC)	325	7,150	16,900	May 28	Not reported —
Consolidated Bathurst Packaging Ltd., Montréal, Qué.	Woodworkers loc. 2-279 (AFL-CIO/CLC)	370	8,140	15,170	June 3	Wages & fringe benefits —
Tahsis Company Gold River Pulp Mill Gold River, B.C.	Pulp & Paper Workers of Canada, loc. 11 (CCU)	378	8,370	15,660	June 3	Not reported —
Papeterie Canadienne Joliette, Qué.	Communications Federation (CNTU)	180	3,780	3,780	July 3	Wages & fringe benefits —

**STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)**

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			July	Accumulated	Termination Date	
Location	Union					Result
Prince Albert Pulp Co., Prince Albert, Sask.	United Paperworkers loc. 1120 (AFL-CIO/CLC)	365	2,190	2,190	July 6 July 16	Disciplinary action against one employee — Return of workers under injunction
Pulp & Paper Industrial Relations Bureau Various Locations, B.C.	United Paperworkers and Pulp, Paper and Woodworkers of Canada	12,000	42,860	42,860	July 10 July 15	Wages & cost-of-living escalator clause — Wage increase
Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ont.	United Paperworkers, Machinists & IBEW (AFL-CIO/CLC)	780	10,590	10,590	July 11 July 30	Hiring of independent contractor — Settled by mutual agreement
Domtar Packaging Ltd. Winnipeg, Man.	Printing & Graphic Communications Union loc. 537 (AFL-CIO/CLC)	110	880	880	July 15 July 25	Wages — Settled through conciliation
Bowaters Mersey Paper Co. Ltd., Brooklyn, N.S.	United Paperworkers loc. 141 (AFL-CIO/CLC)	600	600	600	July 24 July 25	Cost-of-living adjustment — Return of workers under cease and desist order

**PRIMARY METAL**

Québec Iron Foundries Ltd., Mont-Joli, Qué.	Steelworkers loc. 6506 (AFL-CIO/CLC)	146	3,230	7,820	May 18	Wages, safety —
Fonderie Sainte-Croix Saint-Jean, Qué.	Steelworkers locs. 7016-2 & 6490 (AFL-CIO/CLC)	116	2,550	5,740	May 21	Wages, contract term & other issues —
Noranda Metal Industries Ltd., Annacis Island, B.C.	Can. Assoc. of Industrial Mechanical Workers loc. 4 (CCU)	208	4,580	8,740	June 1	Wages, cost-of-living clause —
Cominco Ltd. Trail, B.C.	Steelworkers loc. 480 (AFL-CIO/CLC)	2,800	62,000	62,000	July 1	Wages, cost-of-living clause, seniority rights, job evaluation —
Cominco Ltd. Trail, B.C.	Assoc. of Commercial & technical Employees loc. 1705 (CLC directly chartered)	485	10,740	10,740	July 1	Wages, cost-of-living clause, seniority rights, job evaluation
Interprovincial Steel & Pipe Corp. Ltd. Regina, Sask.	Steelworkers loc. 5890 (AFL-CIO/CLC)	120	1,630	1,630	July 5 July 24	Wages — Not reported
Alcan Products (Canada) Ltd., Kingston, Ont.	Steelworkers loc. 343 & Machinists loc. 54 (AFL-CIO/CLC)	1,300	10,400	10,400	July 22	Wages, cost-of-living escalator clause —
Sydney Steel Corp. Sydney, N.S.	Steelworkers loc. 1064 (AFL-CIO/CLC)	3,200	3,200	3,200	July 23 July 24	Wages & fringe benefits — Settled by mutual agreement



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			July	Accu- mulated	Termination Date	
Location	Union					Result
<b>METAL FABRICATING</b>						
Hawker Siddeley Industries, Windsor, Ont.	Steelworkers loc. 2471 (AFL-CIO/CLC)	170	2,210	10,880	Apr. 18 July 19	Not reported — Not reported
Accessories Manufacturers Ltd., Saint-Rémi, Qué.	Steelworkers loc. 7625 (AFL-CIO/CLC)	107	2,350	4,490	May 31	Wages & fringe benefits —
York Division, Saint-Jérôme, Qué.	Steelworkers loc. 6333 (AFL-CIO/CLC)	156	3,430	5,770	June 7	Cost-of-living escalator clause —
Stanley Works of Can. Ltd., Roxton Pond, Qué.	Machinists loc. 909 (AFL-CIO/CLC)	258	5,680	7,620	June 18	Cost-of-living escalator clause —
Héroux Ltée, Longueuil, Qué.	CSD	425	5,530	5,530	July 15	Wages & fringe benefits —
Stanley Door Systems Ltd., Wingham, Ont.	Teamsters loc. 879 (Ind.)	100	300	300	July 29	Wages —
<b>MACHINERY</b>						
Gould Manufacturing Ltd., St. Thomas, Ont.	Machinists loc. 1975 (AFL-CIO/CLC)	370	8,140	15,910	May 31	Wages, cost-of-living adjustment
Phoenix Steel, Saint-Paul l'Ermite, Qué.	Sheet Metal Workers loc. 116 (AFL-CIO/CLC)	140	3,080	5,880	May 31	Wages, fringe benefits —
Hill Refrigeration of Canada, Barrie, Ont.	Steelworkers loc. 6547 (AFL-CIO/CLC)	160	3,520	4,240	June 24	Cost-of-living adjustment —
Ideal Vendors, Deseronto, Ont.	Steelworkers (AFL-CIO/CLC)	145	220	220	July 5 July 9	Compulsory overtime & wages — Settled by mutual agreement
Sangamo Co. Ltd., Trois-Rivières, Qué.	Machinists loc. 1865 (AFL-CIO/CLC)	185	2,410	2,410	July 15	Not reported —
Miehle-Goss — Dexter Americas Co., Cambridge, Ont.	Steelworkers loc. 2890 (AFL-CIO/CLC)	133	1,330	1,330	July 18	Wages —
<b>TRANSPORTATION EQUIPMENT</b>						
United Aircraft of Canada Ltd., Longueuil, Qué.	Auto Workers loc 510 (CLC)	2,600	57,200	374,400	Jan. 7	Against company's refusal to reinstate 21 suspended workers, Wages —
Welles Corp. Ltd., Windsor, Ont.	Auto Workers loc. 195 (CLC)	160		10,880	May 24 July 2	Wages — Settled by mutual agreement
National Auto Radiator, Windsor, Ont.	Auto Workers loc. 195 (CLC)	400		7,600	Apr. 29 July 2	Wages — Not Reported
Hayes Dana Ltd., Thorold & St. Catharines, Ont.	Auto Workers loc. 676 (CLC)	1,600	19,200	41,200	June 1 July 18	Wages & fringe benefits — Wage increase, cost-of-living escalator clause
Heatex, LaSalle, Qué.	CNTU	320	7,040	12,000	June 6	Fringe benefits —

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				July	Accumulated	Termination Date	
	Industrie L'Islet Inc. L'Isletville, Qué.	CSD	285	6,270	10,550	June 7	Wages —
	Volvo Canada Ltd. Halifax, N.S.	Auto Workers loc. 720 (CLC)	195	4,070	5,180	June 21	Wages —
	International Harvester Co. of Canada Ltd. Chatham, Ont.	Auto workers loc. 127 (CLC)	1,350	28,350	28,350	July 3	Cost-of-living formula, wages, voluntary overtime —
	Bendix-Eclipse Ltd. Windsor, Ont.	Auto Workers loc. 195 (CLC)	600	12,300	12,300	July 3	Contract clauses —
	Commodore Mobile Homes Saint-Jean, Qué.	United Textile Workers loc. 490 (AFL-CIO/CLC)	121	2,300	2,300	July 5	Cost-of-living adjustment —
	North American Rockwell of Can. Ltd. Chatham, Ont.	Auto Workers loc. 127 (CLC)	700	2,100	2,100	July 22 July 24	Wages for lost day — Return of workers pending discussions

## ELECTRICAL PRODUCTS

Inglis Ltd., Toronto, Ont.	Steelworkers locs. 2900 & 4487 (AFL-CIO/CLC)	970	21,340	79,540	Apr. 5	Wages, fringe benefits
Emerson Electrical Motor Div. Can. Ltd.	U.E. loc. 522 (CLC)	245	5,390	10,290	June 1	Wages, fringe benefits, compulsory overtime —
Sperry Gyroscope Sperry Rand Can. Ltd. Ottawa, Ont.	Auto Workers loc. 641 (CLC)	150	3,300	4,800	June 17	Wages, cost-of-living escalator clause
ASEA Ind. Ltée Sainte-Julie de Verchères, Qué.	CLC directly chartered loc. 1677	153	2,980	2,980	July 4	Wages & voluntary overtime —
Chromalox Canadian Co. Ltd., Rexdale, Ont.	Auto Workers loc. 252 (CLC)	575	10,350	10,350	July 6	Wages —

## NON-METALLIC MINERAL PRODUCTS

3M Canada Ltd. London, Ont.	Auto Workers loc. 27 (CLC)	416	3,740	16,430	May 16 July 15	Wages & fringe benefits — Settled by mutual agreement
Westroc Industries Ltd. Clarkson, Ont.	Cement Workers loc. 366 (AFL-CIO/CLC)	146	580	4,160	May 27 July 8	Wages & fringe benefits — Settled through mediation
19 Concrete Firms Various locations, B.C.	Teamsters loc. 213 (Ind.)	450	9,900	12,600	June 21	Wages & fringe benefits —
Ciment Indépendant Inc., Montréal, Qué.	Int. Operating Engineers loc. 791-B (AFL-CIO/CLC)	300	6,600	6,900	June 17	Wages & fringe benefits —
General Abrasive (Canada) Ltd., Niagara Falls, Ont.	Chemical Workers loc. 420 (AFL-CIO/CLC)	162	1,300	1,300	July 20	Cost-of-living adjustment —

# **STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONT.)**

Industry	Employer		Duration in Man-days		Starting Date	Major Issues
Location	Union	Workers Involved	July	Accu- mulated	Termination Date	Result
Dominion Glass Co. Hamilton, Ont.	United Glass Workers loc. 203 (AFL-CIO/ CLC)	750	2,250	2,250	July 28	Firing of 19 employees —
Canadian Refractories Marelan & Kilmar, Qué.	Steelworkers loc. 6213 (AFL-CIO/CLC)	510	1,530	1,530	July 29	Wages —

## **CHEMICAL PRODUCTS**

	Uniroyal Ltd. (Chemical Div.) Elmira Ont.	Steelworkers loc. 13691 (AFL-CIO/CLC)	165	3,650	7,780	May 26	Wages & fringe benefits —
	B.F. Goodrich Canada Ltd., Shawinigan, Qué.	Steelworkers Federation (CNTU)	170	2,060	2,060	July 8 July 25	Wages — Wage increase
	Monsanto Canada Ltd. Lasalle, Qué.	Oil Workers loc. 9-762 (AFL-CIO/CLC)	186	2,790	2,790	July 10	Wages, cost-of-living index
	Johnson & Johnson Montreal, Qué.	United Textile Workers loc. 450 (AFL-CIO/CLC)	650	9,750	9,750	July 11	Cost-of-living escalator clause
	Simplot Chemical Co. Ltd., Brandon, Man.	Steelworkers loc. 7184 (AFL-CIO/CLC)	120	1,200	1,200	July 13 July 27	Wages — Settled through conciliation
	Canadian Titanium Pigments, Varennes, Qué.	Steelworkers Federation (CNTU)	180	1,800	1,800	July 18	Cost-of-living adjustment —

## **Construction**

	Plastering Association of Toronto, Toronto Ont.	Plasterers loc. 48 (AFL-CIO/CLC)	250	5,500	50,000	Oct. 17 1973	Not reported —
	Sask. Const. Ass. Various locations, Sask.	Various Unions	4,200	21,000	269,600	Apr. 1 July 9	Wages — Dispute settled
	Const. Labour Relations Assoc., Lower Mainland B.C.	I.B.E.W. loc. 213 (AFL-CIO/CLC)	1,200	6,000	56,400	May 1 July 9	Wages, fringe benefits, work week, cost-of-living clause — Return of workers when a 2 yr. agreement was reached
	Newfoundland & Labrador Const. St. John's, Nfld.	Structural Iron Workers loc. 764 (AFL-CIO/CLC)	525	6,830	6,830	July 2 July 19	Not reported — not reported
	Several Contractors Charlottetown area, P.E.I.	Labourers loc. 1079A (AFL-CIO/CLC)	200	800	800	July 5 July 11	Wages — Resumption of negotiations
	Three Elevator Firms Montreal & Quebec, Qué.	Elevator Constructors loc. 89 (AFL-CIO/CLC)	200	3,000	3,000	July 11	Protesting gov. decree —
	*Aishihik Constructors Whitehorse, Yukon	IBEW loc. 344 (AFL-CIO/CLC)	290	2,070	2,070	July 22	Use of non union company —
	Const. Assoc. of PEI Various locations, P. E. I.	Labourers loc. 1079 (AFL-CIO/CLC)	250	750	750	July 29	Wages —



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1974, (PRELIMINARY) (CONCLD.)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				July	Accumulated	Termination Date	
Location							Result
<b>Transportation and Utilities</b>							
<b>TRANSPORTATION</b>							
CTCUM/MUCTC Montréal, Qué.	Brotherhood of Bus. & Metro Drivers		150	150	150	July 1 July 2	Cost-of-living adjustment — Return of workers
*Air Canada Winnipeg, Man.	Can. Air Line Employees (CLC)		600	300	300	July 4 July 4	Job classification — Return of workers
*Canadian National Railways, Montréal, Qué.	Railway, Trans. & General Workers loc. 334 (CLC)		150	150	150	July 24 July 25	Union's failure to apply for cost-of-living bonus — Return to work after 24 hours
*Western Terminals Ltd Corner Brook, Nfld.	Railway Clerks loc. 267 (AFL- CIO/CLC)		100	200	200	July 30	Cost-of-living adjustment —
<b>POWER, GAS &amp; WATER</b>							
Sanitary Refuse Collectors, 29 Montréal municipalities, Qué.	Teamsters loc. 106 (Ind.)		282	560	560	July 12 July 16	Wages — Settlement reached
<b>Trade</b>							
Darrigo's Food Markets Toronto, Ont.	Food Workers locals, 175, 633 (AFL-CIO/CLC)		217	4,700	4,700	May 1	Wages & fringe benefits —
Ferronnerie Côté Boivin, Chicoutimi, Qué.	CNTU		100	2,200	4,100	June 3	Wages —
Assoc. des détaillants en alimentation/Food Retailers Assoc., Montréal, Qué.	Commerce Fe- deration (CNTU)		1,150	7,390	7,390	July 4 July 15	Wages — Wage increase
<b>SERVICE</b>							
<b>EDUCATION</b>							
Board of Education (City of Toronto) Toronto, Ont.	Various trade unions		403	2,420	2,420	July 24	Wage & fringe benefits —
<b>HEALTH &amp; WELFARE</b>							
Norfolk General Hosp. Simcoe, Ont.	Service Employ- ees loc. 220 (AFL-CIO/CLC)		210	1,500	1,500	July 22	Wages —
<b>SERVICES TO BUSINESS</b>							
Eight Contractors Lower Mainland, B.C.	Service Emplo- yees loc. 244 (AFL-CIO/CLC)		200	200	200	July 10 July 11	New contract — Return of worker under union orders
*Atomic Energy of Can. Ltd., South March, Ont.	CLC directly chartered loc. 154		150	450	450	July 15 July 18	Seniority — Return after agree- ment on procedure to settle dispute

\* Federal Jurisdiction

# CANADA DEPARTMENT OF LABOUR PUBLICATIONS

**Industrial Relations Research in Canada** (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

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**Workmen's Compensation in Canada**. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

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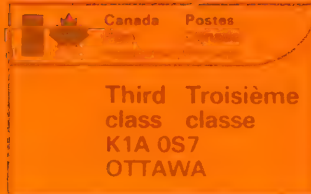
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**Bibliography, Occupational Safety and Health**. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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# NEWS BRIEFS

## Economic Forecast

Canada in 1975 can expect a continued slowdown in real economic growth, continuing high inflation, slower employment growth and higher unemployment, according to a forecast released in September by the Conference Board in Canada.

In the first of a planned series of economic predictions, the independent research board said the forecast does not mean a recession, but rather a "period of economic adjustment that will reflect a sharply lower rate of economic expansion than we have had in Canada over any comparable period in more than a decade."

Real output is expected by the Conference Board to increase by only about 1.75 per cent in 1975, compared with an estimated increase of slightly over 4 per cent in 1974. High inflation is anticipated, with the Consumer Price Index projected to rise 12 per cent. There will be a slower growth in employment, with the net increase in total employment expected to be 80,000 persons, or 1 per cent, compared with 1974's increase of 370,000, or 4 per cent. Unemployment will rise from 5.5 per cent to 7 per cent of the labour force.

Personal income and personal disposable income should remain relatively high, said the Board, with real per capita income — frequently used as a rough measure of the average standard of living — expected to rise 1.5 per cent next year, compared with the 1974 increase of 5 per cent and a 1973 rise of 6 per cent.

The Board forecasted increases in total corporate profits, in current dollars, to be less than 5 per cent next year, compared with increases in 1973 and 1974 of more than 30 per cent.

## Labour Body Proposed

An on-going body composed of business, labour and government officials is needed to discuss national labour problems, and it will be formed as soon as possible, according to Labour Minister John Munro.

Munro's remarks were contained in a speech delivered by Deputy Minister of Labour Thomas Eberlee in September to a meeting of the general council of the Canadian Daily Newspaper Publishers Association in Ottawa. He observed that, even though the majority of collective

agreements are settled without work stoppages, "it is bleakly obvious that public confidence in the system is falling."

"I will be inviting representatives of labour and management to jointly participate with myself and my Department in a thorough examination and debate of our legislation and programs, as well as of the system they are designed to serve. The objective will be a combined, co-operative search for techniques of pinpointing and resolving problems, and placing relationships on a more viable and effective footing."

According to Munro, employers and unions must find a relationship that does not employ confrontation. There is growing pressure on governments to play a stronger role in industrial relations, but "the onus for improved relations falls jointly on labour, management, and government. This improvement has to come from within the partnership."

Later that month, Munro himself addressed the regional convention of the International Woodworkers of America in Vancouver and reiterated his desire to meet with labour and management officials to solve labour disputes.

Unions are not necessarily to blame when disputes occur, he stated. "They strike only when driven to it as a last resort — and under the adversary system, they have no other effective bargaining weapon to use. The adversary system, then, must be called into question. We must reassess entrenched attitudes of confrontation and hostility. We must replace these attitudes with stronger emphasis on our mutuality of interests, on our increasing interdependence."

"I am convinced that proposals emanating from any one person or group will automatically be suspect in the current climate of antagonism and distrust. Only by getting the various

interested parties together to debate issues of mutual concern in a way that is removed from the gladiatorial arena can we hope to encourage the kind of calm, reasoned consideration that hopefully will lead to desperately needed new initiatives, perhaps to a consensus on the kind of changes needed to maintain collective bargaining as a viable institution."

## Overtime Curtailed

The Supreme Court of Canada has backed up the United Steelworkers of America in its fight against excessive overtime. The court ruled earlier this year that unionized employees at an Ontario plant cannot be required to work more than 48 hours a week without their consent.

The issue arose in 1972 when Galt Metal Industries suspended for three days a member of Steelworkers' Local 2894 who refused to work more than a 48-hour week. In grieving the suspension, the union cited a section in the Ontario Employment Standards Act which says no employer may require or permit work beyond 48 hours unless a 56-hour-a-week permit has been obtained, and unless the employee or his union voluntarily consent. The company countered that it had obtained the permit, and that the union had given up protection under the 48-hour law: the Steelworkers' contract did not deal with voluntary overtime and gave the company full authority to schedule operations without restriction.

The grievance went before an arbitrator who ruled against the union; on appeal, the Supreme Court of Ontario upset his ruling. The Ontario Court of Appeals subsequently reversed the Supreme Court decision, thus setting the stage for the federal Supreme Court ruling.

In a unanimous decision written by Mr. Justice Martland, the Supreme Court said that the general authority given to the company under the contract's management rights clause

did not constitute the consent or agreement required by the Employment Standards Act to work more than 48 hours a week. Although the contract does not mention voluntary overtime, the law takes from the employer the right to require excessive overtime and makes it subject to the consent of the employee.

The court ruling is expected to have ramifications in the automobile industry, where the three major car companies have made extensive use of 56-hour weeks.

## Shipping Normalized

Shipping on the Great Lakes and St. Lawrence Seaway began returning to normal in October, following resolution of three labour disputes that had curtailed the movement of vessels since early August. The disputes involved about 400 deck officers in

the Canadian Merchant Service Guild (CMSG), about 700 engine room officers, members of the Canadian Marine Officers Union (CMOU), and about 50 pilots in the Corporation of Professional Great Lakes Pilots.

The deck officers and engineers, who work on 145 lakers and canal ships owned by companies in the Canadian Lake Carriers Association, walked off the job August 7 in support of demands for higher pay and cost of living increases. With the help of two federal mediators and extensive effort by Labour Minister John Munro, a tentative contract between the Association and the Merchant Service Guild was signed on September 14 and ratified by the deck officers about 10 days later. The agreement provided for wage increases of about 60 per cent over two years, and gave the officers an average wage boost of \$2.10 an hour. Under the old contract, they had earned between \$3.16 and \$4.12 an hour.



Photothèque



The engineers' contract was signed September 28 and ratified a week later. It provided increases similar to those won by the deck officers. Under their old contract, engine room officers were paid \$3.44 an hour after a five-year apprenticeship.

The two strikes affected grain shipment and storage in Quebec ports and left Montreal and Toronto grain elevators low in stock. The manager of the Port of Montreal was quoted in the press as predicting a shortage of grain for eastern Canada this winter. Also affected by the strikes were deliveries of coal and iron ore to Toronto, Hamilton and Sault Ste. Marie.

In the third dispute, the Great Lakes pilots began a 10-day boycott about September 10 and stranded more than 40 ocean-going ships in the Seaway system. The pilots wanted their U.S. counterparts to respect a 1961 agreement stipulating that pilotage in the international waters of the Seaway was to be shared equally by pilots from both countries. The Canadian pilots contended that, during the last five years, U.S. pilots were taking more than their share of the traffic. The pilots went back to work following an interim agreement that the 1961 arrangement would be continued until the end of the 1974 shipping season, with the understanding that the Canadian and U.S. governments will find a long-term solution over the winter.

## Early Retirement

More than 400 members of the International Union, United Automobile, Aerospace and Agricultural Implement Workers of America, who were employed in Ford, General Motors, and Chrysler plants in Canada, retired October 1 under the "30-and-out" plan negotiated between the union and the companies in late 1974 (LG, Feb., pp. 90 and 92).

At Ford, 213 workers — about 33 per

cent of the 615 employees at least 55 years old with 30 or more years service — retired on monthly pensions of \$625 a month. The pensions had increased on October 1 from \$550 a month and will rise to \$700 a month on October 1, 1978. Out of about 560 General Motors workers, 140 retired early; their average age was about 61. At Chrysler, where the \$625 pension became effective November 1, 70 of an eligible 350 retired; the Chrysler pension will increase to \$650 a month on October 1, 1976.

include agricultural workers; (2) extension of the Employment Standards Act provisions to cover agricultural workers; and, (3) passage of legislation providing for adequate housing, including minimum standards of construction and sanitation.

The Ontario farm labour force is composed of local residents, native people, youth, migratory workers from Ontario and Quebec, and "offshore workers" from Portugal, the Caribbean and Mexico. However, noted the



## Farm Worker Abuses

The Ontario Government has been singled out "as bearing sole responsibility for the plight of migrant workers" in that province, according to *Harvest of Concern*, an Ontario Federation of Labour report into the problems of migrant agricultural workers.

The report suggested three basic legislative changes that could eliminate such abuses as long hours for low pay, unsanitary living conditions and child labour: (1) implementation of the OFL minimum wage proposal of \$3 an hour to

report, only the Mexican and Caribbean workers are protected in any way from exploitation (LG, Aug., p. 543) in pay, housing and return fares. Portuguese workers pay high fees to what the report calls "brokers" or "body peddlers" in order to work in Ontario. Except for workers covered by federal agreements, no protection exists for the majority of farm labour, including native-born Canadians.

Migrant workers daily risk their lives riding to the fields in unsafe, uninspected, and unlicensed vehicles, claimed the OFL. Citing a number of fatal accidents in Canada and the United States involving large groups of



field hands, the report contended that this demonstrates the lack of concern by governments for the safety of these workers.

*Harvest of Concern* also examined such issues as corporate control of the food industry; the loss of prime agricultural land to housing and industrial developments; the hiring of foreign workers at wages below provincial minimums; and the work ethic among Canadian farm workers.

## CLRB Appointment

Ms. Hélène LeBel, a Montreal lawyer, has been appointed Vice-Chairman of the Canada Labour Relations Board. Ms. LeBel, a law professor at the University of Montreal, joins co-Vice-Chairman J.W. Willard.

Appointed to the Board at the same time as Ms. LeBel was Lorne E. Shaffer of Vancouver, Director of Industrial Relations with Alltrans Express Limited.

## Metro Moves Again

For the first time in six weeks since a wildcat strike stopped Montreal subway service, Metro trains rolled on September 20 after members of le Syndicat du Transport ratified an agreement reached between the union and the Montreal Urban Community Transit Commission (MUCTC).

The dispute had started 44 days earlier, on August 7, when 1,600 garage and maintenance workers walked off their jobs in support of 73 employees who had been suspended for refusing to work on two Quebec statutory holidays. The strikers were also demanding that their contracts be reopened for the inclusion of a cost of living clause. MUCTC management said the central issue was whether employees were free to refuse overtime work, and would not discuss the illegal strike until the workers returned to their jobs.

When the union, affiliated with the Confederation of National Trade Unions (CNTU), ignored a court injunction ordering the strikers to return to work, a Quebec Superior Court judge on August 27 fined the union and 24 of its leaders more than \$54,000 and held another 47 rank-and-file members in contempt. (These charges were later dismissed by another judge.) Shortly after the fines were levied, Quebec Labour Minister Jean Cournoyer appointed a special investigator to study the cost of living issue. The investigator later recommended that the MUCTC employees receive wage adjustments.

The union and the Commission did not meet together until September 10, the 35th day of the strike; when these talks were not productive, Quebec Premier Robert Bourassa intervened and recalled the provincial national assembly. The assembly was studying back-to-work legislation on September 18 when the sitting was postponed because union, MUCTC, and CNTU officials had reached the tentative agreement later ratified by the membership.

Under terms of the agreement, the workers who had originally been suspended were reinstated with full pay, and the Commission promised not to take disciplinary action against them. The holiday work issue was resolved, with the workers retaining some choice in working overtime on holidays. In the cost of living issue, the Commission offered all employees — including the strikers, clerical workers, and 3,400 vehicle drivers, members of the independent Brotherhood of Bus and Metro Drivers — a choice between a lump payment of \$600 or the indexing of their salaries to match the rise in the cost of living until July, 1975, when their current contracts expire.

The strike, besides inconveniencing hundreds of thousands of commuters and affecting Montreal retail business, was marred by violence, when strikers

threw bricks and paint at buses being taken from garages for their daily runs. The buses were removed from the road for maintenance every weekend during the strike, but by the end of the strike, many drivers were afraid to drive their vehicles because of the harassment and violence from strikers manning heavy picket lines around some bus garages.

## Health Hazard Curbs

American workers will now be protected by permanent standards against the hazards of working with 14 cancer-causing chemicals, the U.S. Labor Department has announced. The 14 carcinogenic substances are used in various industries, including chemicals, plastics, the manufacture of dyes and pigments, and in the preparation of flame-resistant fabrics.

John H. Stender, who heads the Labor Department's Occupational Safety and Health Administration, said the permanent standards represent "a significant step formed in OSHA's drive to increase worker protection against hazards to health caused by on-the-job exposure to toxic materials." Fourteen separate rules were issued "to make it easier for employers to determine what they must do to protect their employees from these hazardous substances," he explained.

## Males Fight Back

After watching women encroach upon traditionally male domains in recent years, American men are making the struggle for sexual equality an issue that cuts both ways. Increasing numbers of males are going to court, charging employers with sex discrimination, according to *U.S. News and World Report*.

The weekly news magazine notes that male charges of sex discrimination grew from 278 in the year ended June 30, 1970 to 1,397 during the same period in 1972. And many of

these charges are forcing employers to offer traditionally female jobs to males for the first time.

Following a Supreme Court ruling in 1971 that airlines could not limit flight attendants' jobs to women, most airlines began hiring male stewards. Other opportunities for men in jobs traditionally occupied by women are appearing, "ironically, as a result of charges of discrimination against women," observes *U.S. News and World Report*. For example, as part of its settlement of charges of discrimination against women and minorities, the American Telephone and Telegraph Company agreed to hire men in jobs once limited to women. An AT & T spokesman is quoted as saying that the firm intends ultimately to fill 25 per cent of its clerical jobs and 10 per cent of its telephone-operator positions with men. "During the first 10 months of 1973," the spokesman said, "nearly 75 per cent of the clerical personnel hired — a total of 3,348 — were men. During the same period, the company tripled the number of its male operators from 2,060 to 6,193." Telephone-operator jobs appeal to some men because they can arrange their schedules to allow them to work at night or go to school in the daytime. Others see such jobs as a foot in the door leading to an eventual promotion and a successful career.

Another field attracting a growing number of men is nursing. Male enrollment in California State University's School of Nursing, for example, has grown from zero in 1966 to nearly 70 males among its 1,200 students. American hospitals are reportedly eager to hire men with four-year degrees in nursing.

Lawyers for the Equal Employment Opportunity Commission report that more and more of the sex discrimination charges brought to them by males concern conditions of employment rather than hiring and promotion policies. Men are

demanding working conditions equal to those enjoyed by women. For example: paternity leave; revision of retirement plans that allow women to retire at 60 or 62 years but require men to be 65 before full retirement; lounges with sofas, refrigerators and other amenities so men can relax during work breaks. In some cases, these demands are being met, says *U.S. News and World Report*. For example, a few employers now grant male employees unpaid leave so that they may care for their children.

## Steelworkers' Convention

A majority of delegates to the United Steelworkers' International Convention in September endorsed an amendment to their union's constitution that removes the \$10 ceiling on monthly dues. Constitutional changes approved raise the minimum dues from \$5 a month to \$6 and redistribute the income to give both the international union general fund and the local unions a bigger share of the total dues. All members will be required to contribute two hours' pay monthly, regardless of their wages.

A bid to have an anti-Communist clause removed from the USW constitution was defeated. A number of resolutions calling for the removal of the article barring Communists from holding union office were submitted by Canadian locals on the grounds that the article constituted a serious violation of civil liberties. The controversial clause bars from office or membership anyone "who is a member, consistent supporter, or who actively participates in the activities of the Communist Party, Klu Klux Klan or any fascist, totalitarian, or other subversive organization that opposes the democratic principles to which the U.S. and our union are dedicated."

In another development, the delegates voted overwhelmingly in favour of continuing the Experimental Negotiating Agreement under which the union and the steel industry start

talks well in advance of expiration of the contract and agree to submit any unresolved national issues to binding arbitration. The policy rules out a national steel strike in the U.S. until 1978 at the earliest. Canadian members of the USW are not covered by the ENA.

## Brain Drain Problems

The migration of trained personnel from developing countries to the U.S. gives the latter a financial benefit worth more than the official development aid it gives to these countries, according to a United Nations report.

A study prepared by the secretariat of the UN Conference on Trade and Development (UNCTAD) says that the massive flow of doctors, scientists, engineers and technicians from Asia, Africa and Latin America to the U.S., Canada and Europe implies a significant loss of human capital and a substantial reduction of technological capacity in these developing nations. The receiving countries, however, gain an increased number of technically-qualified people.

The total inflow of skilled migrants to the U.S. alone amounted to over 53,000 in the decade 1961-70. This inflow is also accelerating rapidly. In 1961, 1,810 such persons entered the U.S., of whom 1,175 were scientists and engineers, and 635 physicians and surgeons. In 1970, the total was 11,236, consisting of 9,025 scientists and engineers, and 2,211 physicians and surgeons.

In 1970, the latest year for which data are available, the report estimates that the income transferred through brain drain from developing regions to the U.S. would amount to around \$3,700 million. The United States' official development aid to developing countries in that year was only \$3,100 million. This figure of \$3,700 million is equivalent to nearly 14 per cent of total U.S. expenditure on research and



development, and about 39 per cent of U.S. expenditure on higher education.

Since 1970, the study points out, the immigration policies of some countries, especially the U.S. and Canada, have been substantially liberalized as far as immigration from the developing countries is concerned. But the bulk of the resulting increased immigration is that of highly skilled labour (or of professionals), so that the value of the transfer involved has become "extraordinarily large." The figures up to 1970, the report warns, should be "viewed as understating the magnitude of the problem faced today." Another significant factor is the youthfulness of skilled migrants to the U.S. The American National Science Foundation reports that in 1970, 49 per cent of the immigrant scientists and engineers were less than 30 years old, and another 46 per cent were between 30 and 34.

The UNCTAD study says "some of the biggest contributions are made by countries that are among the poorest in the developing world itself."

## British Labour Law

Before Britain's Parliament recessed for the summer, it voted final repeal of the 1971 Industrial Relations Act, and the new Trade Union and Labour Relations Act came into effect on September 16. Although the Labour Government had suffered a number of defeats on its Bill, Michael Foot, Secretary of State for Employment, was able to publish a Commencement Order abolishing the Commission on Industrial Relations and the Registry of Trade Unions, thereby paving the way for voluntary collective bargaining on wages. Some CIR functions will be continued by the Conciliation and Arbitration Service, and Foot's order re-enacts, with changes, unfair dismissal provisions of the repealed 1971 Act.

Opposition amendments to the new

Trade Union Act made it possible for workers in a 'union shop' to resist joining the union on "any reasonable ground." The amendments, said Hugh Scanlon, president of the Amalgamated Union of Engineering Workers, had "mutilated" the Trade Union Bill. He added that "implications for industrial relations are enormous and we now look set for almost as much industrial unrest as that caused by the old Industrial Relations Act." And Foot himself indicated that if Labour won the October 10 General Election, the damage inflicted by the Tory-Liberal-Ulster Unionist alliance in the last Parliament would be rectified in an Employment Protection Bill that he hoped to introduce before the end of 1974.

## Industrial Accidents

Several thousand Frenchmen die at work each year and tens of thousands are handicapped, many of them permanently. In 1973, industrial accidents in France claimed 3,000 lives. About 50,000 persons were handicapped. This year, the same number of persons — eight a day — are expected to die in industrial accidents and many more members of a workforce of eight million will be handicapped despite union, management and government efforts to reinforce safety measures. These accidents also involve substantial material losses — 36 million man-days last year, the equivalent of \$4 billion.

Workers most exposed to industrial accidents are in construction, metallurgy and transportation. Although younger and less experienced workers have a higher accident rate, the older employee is more seriously affected by accidents, generally because his reflexes are slower and because the capacity of the human body to recover from injury diminishes with age.

Studies conducted last year showed that the accident rate varies directly with working hours — the longer the

workweek, the more the accidents. In France, many persons still work more than 50 hours a week. The studies showed also that night workers are more prone to accidents.

Now, the French Government, long-pressed by the unions to do something about the high accident rate, has made work safety a priority in its social policy. During the first months of 1974, it set up regional emergency centres in an effort to reduce the number of fatalities. It also pledged, by legislative and other means, to improve working conditions and increase on-site safety inspections.

## Wage Insurance

Legislation recently approved by the upper house, Bundesrat, in West Germany's Parliament provides that when an employer goes bankrupt, workers must receive back wages still owing up to the time of liquidation, together with emolument for the legally required notice period and severance. These liens on company assets get top priority before any other creditor claims can be considered. In hardship cases, however, the Labour Exchange Office will pay wages in delinquency and then claim against the receiver for reimbursement. The program will reportedly be administered in much the same manner as health and accident insurance.

## Controls Favoured

Wage and price controls may be an appropriate policy in industrial countries, the managing director of the International Monetary Fund told delegates to the IMF's annual meeting this autumn. Johannes Witteveen warned that without controls "it may be very difficult to restrain cost pressures and achieve price moderation except at the expense of more slack and unemployment over a longer period." Although controls are generally not suitable in times when



buying-demand pressures are great, the economic situation now is more suitable, he said.

Use of controls was an issue in the Canadian federal election in July. They were advocated by the Conservative Party, but the Liberals maintained that they were not needed at that time. However, the Government has said that controls are an option.

## The IMF vs. MNC

At its 23rd World Congress in Stockholm last summer, the International Metalworkers' Federation (IMF) resolved to do all in its power to "ensure that the operations of multinational companies are subjected to social and public controls." The text of the IMF resolution is summarized in the September number of *Industrial Relations Europe*, a monthly newsletter published by Management Centre Europe. To quote from the newsletter: "Rather than wait for new international legislation to guarantee the rights of workers, an analysis and interpretation of worldwide MNC investments, holdings and rationalization plans is recommended as a first step toward preparing trade union strategy. Noting the 'success' of IMF World Auto and Electronic Councils, such strategy would probably involve establishment of similar groups in other industrial sectors.

"Of all the many resolutions for trade union action passed by the 23rd World Congress, that which concerns bargaining between Works Councils and parent companies (or their major subsidiaries) will be the one most likely to excite management resistance. The IMF wants to bring worker representatives from the companies' outlying plants into such negotiations — whereas co-ordinated international bargaining is anathema to most multinational business.

"From trade union measures, the

resolution moves on to recommendations for public action — including national legislation and efforts by local and regional communities. Wherever possible, IMF co-operation with brother trade secretariats, with the International Confederation of Free Trade Unions (ICFTU) and with 'democratic political forces' everywhere will be encouraged — and will rally support for public control and regulation of MNCs. What the IMF most stringently advocates is obligatory governance: 'Attempts by employer groups or employer-minded experts to substitute so-called voluntary self-written 'codes' for obligatory controls should be rejected.' Therefore, states the resolution, all affiliates ought to commit themselves to urging national and international bodies (such as the United Nations) to require multinational corporations to join in co-ordinated collective bargaining if requested by separate national unions.

"Other hoped-for injunctions would pressure MNCs to permit worker representation on supervisory boards — and compel full public disclosure of financial operations on a subsidiary by subsidiary basis. Obligatory close consultation with unions would include the responsibility to give advance notice of intent to shift production or investments either in or out of host countries. Public processes are suggested for setting up international guidelines on mass lay-offs — accompanied by similar standards for safeguarding worker interests in the event of mergers, plant changes or closures." In addition, the IMF resolution calls for the "elimination of all national legislation prohibiting demonstrations of international labor solidarity through sympathy strikes."

## UN Examines MNCs

The United Nations Economic and Social Council has established an information and research centre to review matters concerning multinational corporations. Supervision

and regulation are the envisaged goals. Because the resolution setting up the centre was voted unanimously, it is regarded as a sign that member governments are determined to exercise more effective control over MNCs, or "transnationals" as they are to be called in centre terminology.

## Employment Trends

The expansion of employment in commerce and offices has tended to slow down in recent years, according to a report published by the International Labour Organization. Employment in commerce in the U.S. increased by 31 per cent between 1960 and 1970, but the increase expected for the period 1970 to 1980 is only 18 per cent. There is a similar tendency in Canada and several other industrial countries.

The slowdown is a consequence of the spread of advanced techniques, computerization and restructuring required by business expansion and the demands of productivity. It has been said that if the banks in the United States had had to continue to operate by traditional methods, they would have employed the country's entire work force in the year 2100.

The number of computers installed in the U.S. reached 85,000 in 1971, and is expected to reach 150,000 in 1975.

## Short Workweek Vetoed

Most Australians don't want a shorter workweek, according to a recent Gallup Poll. Asked whether the standard workweek should be kept at 40 hours, reduced gradually to 35 hours or reduced now to 35 hours, the public voted 2 to 1 against any reduction in working hours. Of the 1,910 people interviewed throughout Australia, only 8 per cent favoured reduction now to 35 hours. Even among those aged 14 to 19 — the group most favourable to shorter hours — only 12 per cent were in favour of an immediate 35-hour

workweek. Another 25 per cent favoured gradual reduction to 35 hours, making a total of 33 per cent in favour of a 35-hour week in the foreseeable future. Against them, there were 63 per cent for the 40-hour week. The other 4 per cent were undecided.

If a 35-hour week does come, 28 per cent of those polled would favour a four-day week. Against them 61 per cent would favour five days because a nine-hour day would be too long or would create too many days for leisure.

## Gazette Bound Volumes

The National Library of Canada has a limited number of bound volumes of *The Labour Gazette* and *La Gazette du Travail* that are being made available to Canadian libraries and other interested organizations. The only cost to the requesting library will be the shipping charges. Requests will be filled in the order in which they are received.

The following volumes are available: *The Labour Gazette* — 1902-1938 (10 sets); 1950-1959 (6 sets); 1962-1966 (6 sets). *La Gazette du Travail* — 1907, '08, '10, '20-'23, '30, '31, '34-'36, '38, '52-'59, '61-'66. There are also numerous single copies.

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# PRAIRIE PARADOX: UNEMPLOYMENT AND LABOUR SHORTAGES

by NICK HILLS

While Central Canada waits apprehensively for a projected slowdown in the country's growth, the Prairie provinces — long the economic Cinderella of the boom charts — are struggling with an acute case of over-employment that is actually restricting the great leap forward to prosperity.

The economies of Manitoba, Saskatchewan and Alberta are so strong, and expansion so sustained, that the labour market has literally dried up. There are hundreds, indeed thousands, of jobs going begging.

In the words of one federal economist: "We have a situation even better than full employment; it's a case of excessive demand."

Most economists today set a base of 4 per cent unemployed as the realistic level of full employment. As British Columbia Manpower economist Graham Nobbs put it: "Four per cent covers the turnover of new entrants into the labour market, the people between jobs, those laid off, those who quit and are still looking — the churning that's always going on."

## More Than Full

Well, in September, the Prairies had full employment, plus... The raw figures, before seasonal adjustment, show average unemployment in the three provinces at 2.0 per cent, down from 2.1 per cent in August and 2.8 per cent a year ago.

The number out of work — if they can be called that — measured close to two percentage points better than Ontario, which had the next-best performance.

What this means in terms of vacant jobs is quite incredible. By mid-summer, there were 26,100 jobs not filled on the Prairies: close to double the 14,500 figure of a year ago. Between the first and second quarters of 1974, the number of vacant full-time and part-time jobs increased by more than 7,000. In Manitoba, the job-vacancy figures hit 5,700, compared with 4,400 a year ago, while Saskatchewan's shot up even further — from 2,400 to 4,600.

But it is Alberta that has the worst problem and faces even greater unemployment problems in the future. There are now close to 40,000 jobs going begging, compared with only 8,000 in the second quarter of 1973.

The main reason for this unusual economic problem is the great resource boom that has hit the Prairies in the past 18 months. But because there is no sign that the boom will slacken, economists, politicians and sociologists are beginning to question the country's social welfare structure, which may have been born of hard times but cannot stand the test of good times.

## Farm Receipts Growing

The most pervasive economic influence over the Prairies is still agriculture — particularly grain; and the indicators are still shooting out of sight.



Saskatchewan, which grows 60 per cent of the country's grain, generated farm cash receipts of \$1.4 billion in the first 6 months of this year, compared with \$557.9 million in the same period of 1973. The first-half performance for 1974 almost equalled the total performance for 1973. Saskatchewan Premier Allan Blakeney is now predicting that total receipts for this year will be up another 50 per cent over 1973.

A strong farm economy produces all sorts of extra demand in the manufacturing sector, and this in turn generates new jobs. There were 8,000 additional openings created in Saskatchewan during 1973, and the Government expects expansion to continue at a pace that will finally arrest the province's population decline.

But the trouble with farmers being so prosperous is that when the snow falls they no longer go out looking for other jobs until spring; instead, they fly off to Florida, leaving the cab companies undermanned and the potash companies undermined.

The demand for potash right now is as great as that for grain, and the production controls introduced by the former Liberal Government of the late Ross Thatcher have been lifted so that the companies can produce to capacity. The only problem is, they can't find the miners for the job, and it may be at least another year before they are able to crank up to 100 per cent of capacity.

## Manitoba's Best Years

Even though Saskatchewan farmers are generating the most spectacular economic figures, the economic boom in the West is so widely based that Manitoba is experiencing the best years of its rather dull life.

The comments of Bill Gray, the president of the Winnipeg Chamber of Commerce, reflect the upside-down world of the Prairies today. Asked what ails the Manitoba economy after 6 years of New Democrat rule, he replies: "The recurring complaint I get is over the shortage of employees. They can't find people to hang draperies, work in jewellery stores, lay floors."

"Some firms can't keep their production up and are falling behind schedule. There's no one unemployed here, and it's sad that everyone's looking for workers while we have the Unemployment Insurance Commission recruiting highly skilled counsellors to stop abuses."

Winnipeg, in fact, has begun to resemble a mammoth help-wanted employment office, with the labour shortage going a lot deeper than signs seeking waitresses and shop attendants. Now one of the fastest-growing cities in the

country, Winnipeg had several major construction projects slowed down last summer because of a shortage of carpenters, bricklayers, millwrights, and glass and iron-workers.

One official of the Winnipeg Builders Exchange actually went to Europe to recruit labour for construction work in Manitoba. The situation has become so severe that customers are complaining about 2- and 3-week delays for such services as roofing and installation of window-frames and doors.

The federal Manpower agency in Winnipeg says that at least 100 carpenters and 100 heavy equipment operators are needed in the province. But there is also a shortage of construction equipment mechanics and truck drivers, iron workers, metal journeymen and concrete workers.

Although the labour shortage covers almost the entire economic spectrum, the construction sector seems to be the most badly affected. Even in British Columbia, where the job-vacancy numbers have come down from a year ago, a significant number of jobs still can't be filled. Some British Columbia construction contractors have been offering bonuses of up to \$2 an hour over existing rates, either to keep employees on the job or to attract them from fellow contractors.



## Crisis in Alberta

Yet the province where the labour shortage is threatening to become a real crisis is booming Alberta, with job-vacancy figures that have more than doubled in a year. Manpower economists predict that another 100,000 workers will be needed in the next 2 years, even though the province absorbed 55,000 new workers in the past 12 months.

The enormous need of Alberta's oil industry is such that workers may well have to be imported from overseas. The billion-dollar Syncrude tar sands development at Fort McMurray is going to require 4,000 workers by 1976, and the relatively poorer provinces of Saskatchewan and Manitoba are concerned that the project will lure workers away from them.

Willy Parasiuk, head of the Manitoba Government's planning secretariat, says that heavy equipment operators are being guaranteed \$25,000 a year to work for Syncrude. "That project is throwing labour and pricing out of kilter. People are going to be pulled out of Manitoba because we can't compete on wages. We are going to have to try and set up a phasing system for capital projects involving hydro, forestry and the tar sands."

In fact, the four western premiers discussed the manpower problem at their two-day conference in Vancouver this fall — but all they could agree to do was appoint a manpower co-ordinator. That's rather like closing the barn door after the horse is gone. There are just too many signs that the West's boom is already out of control.

Saskatchewan and Manitoba are also apprehensive about what Alberta may do to ease its labour problems because it is generating close to \$1 billion in new revenues annually from the new oil prices. As Manpower economist Nobbs puts it: "Alberta has more money than it can spend; it's embarrassing to them." The province is likely to ease its embarrassment by spending some of the money on manpower-recruitment programs. During a manpower crisis conference held at Jasper in October, delegates from industry, government and labour passed a resolution asking Premier Peter Lougheed to reduce the province's personal income tax rate to "the lowest in any Canadian province." This, said the delegates, "would help substantially in attracting employees to Alberta's labour force."

The acute shortages in Alberta are again hitting the construction industry, but tourism has also felt this strange phenomenon in the 1974 season. Several motels in the Banff area that wanted to stay open for the winter have not been able to do so because they cannot find enough staff.

After the university students went back to campus, there are estimated to have been up to 500 job vacancies in the Banff area. Wally Dowhaniuk, Chairman of the Banff advisory council, says "there is a drastic need for help."

## Workers Imported

In August, temporary work visas were issued for 50 workers from Mexico so they could supplement the staff at the Banff Springs Hotel. Another 32 visas for Mexican farm workers were approved so they could help vegetable farmers in the southern part of the province.

Generally, however, the provinces are dead set against importing workers from other countries. For example, the Schreyer administration was asked by the hardpressed Winnipeg garment industry to allow what is called 'guest' immigration. But the Government refused, and told the industry to work through the normal immigration channels.

In British Columbia, there have been suggestions that skilled tradesmen will have to be imported. But, again, Minister of Labour Bill King says the province will have none of that, and may instead get into the business of teaching skills itself, if the private sector doesn't get on with the job through apprentice training programs.

## No Easy Answers

Manpower economist Nobbs does not see any easy answers to the current problem, even though the British Columbia economy is slackening off and might release some workers for the Prairie provinces. He also points out that the problem has probably been building up for some time.

"For several years," he says, "Manitoba and Saskatchewan have been losing people to Ontario and British Columbia. We used to get mechanics from Saskatchewan, and Manitoba supplied linemen for B.C. Hydro.

"But in the last 2 or 3 years, Saskatchewan and Manitoba have begun to reverse this trend. On the other hand, Alberta historically has always had the country's lowest jobless rate, and there have been labour shortages there because of the high level of capital investment. Some of our construction tradesmen here were originally working on the Prairies. These people have gone where the jobs are."

The trouble now is that jobs are open everywhere in the West.

Statistics show, as Nobbs points out, that a region can have a general labour shortage, "yet in aggregate terms there is no such thing. We are suffering most in the skilled occupations — construction tradesmen, heavy-duty mechanics, steel fabricators, plumbers, electricians, carpenters. All four western economies have been



expanding rapidly at the same time; and we've also been competing with Ontario for labour."

## Government Efforts

The Department of Manpower and Immigration tries to anticipate labour shortages in the skilled occupations; indeed, the largest part of its budget is used for training programs. It also has a placement and jobmatching service, plus monthly surveys of where the shortages are.

Last February, the department began a pilot project in which people are selected from the unemployment insurance rolls and sent for Manpower interviews for jobs or training.

"It's pretty much a requirement now that anyone getting unemployment benefits has to register with Manpower," says Nobbs.

"Unemployment ripoffs are hard to measure. But there are a lot of people who feel the job they want is one that will provide some personal satisfaction. This alternative," he admits, "was not always available — at least not in my generation."

## Work Ethic Changing

The work ethic has certainly not disappeared, but it has changed; and this change has been brought about largely by all levels of government, through changes in the welfare system and the unemployment insurance scheme.

When former Labour Minister Bryce Mackasey was piloting his unemployment insurance reforms into law he used to delight in saying privately that the Commons (and many members of his own government) didn't know what he was doing to the social structure of the country.

He was quite right. Jobless benefits — at a time of very serious unemployment — were set so high that they became, in effect, a form of guaranteed income. And now, for good or bad, these payments are one reason why marginal-income jobs in the West are not being taken.

Nobbs points out that if a person has worked the required number of weeks, he can get 70 per cent of his previous earnings up to a maximum of \$104 a week. In British Columbia, the minimum wage is \$2.50 an hour, the highest in Canada — but a person can still hardly earn much more than \$100 a week at this rate.

This means it's much more comfortable to draw unemployment insurance benefits for 20 weeks and take time in finding a new job.

Unemployment insurance is also available to seasonal workers, such as loggers and fishermen. As Nobbs puts it:

"They get a very good salary during their season and then live off unemployment insurance in the off season." In the past, these men — like the Prairie farmers — would take second jobs in their off season; but no longer.

Although the unemployment insurance system gets some of the blame for all those vacant jobs, the country's welfare system is also coming under increasing attack — and from some most unlikely sources. In British Columbia, for example, at a time when there are 3,780 jobs that can't be filled, the New Democrat Government has managed to overrun its welfare budget for the year by some \$100 million.

## New Welfare Policy in B.C.

Although the Barrett administration says there is no connection, it is now bringing in a new policy whereby employable welfare recipients will be taken off the public rolls if they refuse a job for no good reason.

The program is already under way in Vancouver, where single welfare recipients must personally go to welfare offices to pick up their cheques, rather than receiving them by mail. While in the welfare offices, they are interviewed, and those with good potential for employment are directed into job-finding programs. The program will also try to move persons from areas of high unemployment to regions where jobs are readily available.

British Columbia's Human Resources Minister, Norman Levi, says that one of the main reasons for his department's \$100 million overspending is that there are 16 per cent more people on welfare than at the same time a year ago. This development seems almost inexplicable, considering the very recent climate of expansion on the west coast. Welfare officials estimate that 15 per cent of those drawing public assistance are employable, but many of the jobs available simply do not pay good enough wages.

## Schreyer's Outlook

Manitoba Premier Ed Schreyer views the matter somewhat differently. In an interview, he stated bluntly that the social welfare system was simply not organized in such a way as to encourage people to work.

"I just don't know who is responsible," he said, "but it dates back to 1964 and the illogical equating of welfare allowances for the able-bodied, lumped in indiscriminately with all those deserving groups — the handicapped, the infirm, the aged, the single-parent family.

"There is a fierce and growing resentment about this... more and more of the general public are upset, and to some extent this is justified, because at no time should this type of social assistance be administered in the same



fashion as that provided for all the other eligible groups.

"Very bluntly, this is a failure of our policy and administrative systems in Canada to effectively match the able-bodied jobless with the jobs that go begging.

"In a wide number of fields," he emphasized, "there are good-paying jobs going begging. This is a double-barrelled disaster; jobs going begging and able-bodied people going jobless through their own determination."

Schreyer believes that if something is not done about the welfare system as well as the rate of growth in the West, the overemployment situation will reach crisis proportions. It will need, he says, only one more major capital project in the West in the near future to touch off such a crisis.

## Guaranteed Income Plan Launched

To try and find some answer, the Manitoba Government (with the financial help of Ottawa) has launched a guaranteed income experiment for some 2,500 families from rural and urban Manitoba.

Under Mincome Manitoba, as it is called, each family will get a guaranteed basic income, with differing amounts being paid to different-sized families.

A family of four, for example, will be able to receive a guaranteed income of \$7,600 a year — more than the average income for farmers in 1973.

Significantly, the program has been designed so that those people who work are better off than those who don't. The Manitoba experiment will test the economic and social effects of a basic annual income, with particular emphasis on the way it might help the further development of rural areas.

## Saskatchewan's Version

In Saskatchewan, the NDP Government has put together an even more radical scheme to make it more attractive for people to take the marginal-paying jobs.

Under a province-wide family income plan launched in October, the poor get monthly payments based both on regular income and on the size of their families. Again, those living off public assistance will have their welfare cheques reduced by the amount of their family-income benefits, thus encouraging them to go out and find work.

Social Services Minister Alex Taylor said in an interview that the plan "will generally bring actual welfare assistance cheques below the minimum wage level," — which should encourage more people to work rather than simply live off

the state. "A major purpose of this plan," said Taylor, "is to correct the imbalance between families on public assistance and working families."

Other cures are being suggested for the labour shortage. For instance, Manpower Minister Robert Andras suggested to the Alberta manpower shortage conference that employers were not, perhaps, doing all they could to encourage the unemployed to take their vacant jobs. Foreign workers, he suggested, would not be recruited into Alberta or any other province if it meant the perpetuation of poor wages and poor working conditions.

Provincial governments, he said, might be wise to raise minimum wage levels and also legislate improved working conditions to attract more Canadian workers. Alberta has unemployment as well as an apparent labour shortage, the Minister suggested, because of barriers that prevent the matching of the right worker to the right employment opportunity. He called on business to eliminate some of these barriers by not demanding more education, training, skills and experience than really required.

Mr. Andras said it would also help if more women, young people, native persons and ex-convicts — as well as the handicapped and slightly retarded — were given greater opportunities to enter the labour force.

Apprenticeship programs also should be geared up to speed the production of skilled workers. But as Manpower economist Nobbs pointed out: "It takes a very long period of shortages before employers become convinced they must train their own workers."

The causes of the West's labour shortage are manifold. And it will take action by both the private and public sectors to fill the jobs now vacant and halt a false stagnation of a regional economy that, in all other respects, has never seemed more healthy.



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# THE 1974 TUC AND THE NEW BATTLE OF BRITAIN

a report from the 106th annual Trades Union Congress,  
September 2nd to 6th, Brighton, England

by JOHN BANK

Without air raid sirens, bombs, or Spitfires, there is a new Battle of Britain being fought today. An economic battle that Britain could win or lose.

The gloom enveloping London's financial centres is stygian. The nation's rate of inflation is 16 per cent and may climb to 20 per cent. Industrial securities on the London stock exchange stand at a 16-year low, and Britain's balance of payments deficit this year will run around £28 billion.

But if Britain's stiff upper lip is beginning to tremble, there is some reason for hope emerging from the TUC's September conference.

## Social Contract

"Britain will win with Labour" was how the Labour Party slogan put it during the autumn election campaign. The social contract, offered the Labour Party Government by the TUC last spring, was unanimously adopted by the TUC September conference by a thousand delegates representing 10 million workers, nearly half the nation's labour force. The social contract lies at the heart of Labour's confidence.

The Canadian Labour Congress fraternal delegate to the TUC, Stanley Little, watched the dramatic vote that made

the social contract part of the TUC's official policy. "It's an historic moment, a whole new era if it works," he said. "This will be a real test of whether or not the labour movement and industry will co-operate with government to the point that they will both practice sufficient restraint and at the same time meet the minimum requirements of change. If it works it has a Utopian aspect to it. We'll watch with great interest."

The labour movements in the United States and other countries, deeply concerned about the survival of collective bargaining in time of global inflation, are also watching the social contract as a major strategy in the new Battle of Britain with an eye to their own conflicts at home. What is the social contract? How did it emerge from the TUC September conference? What are its chances for survival? Is it applicable to Canada and to other countries?

Prime Minister Harold Wilson offhandedly told this reporter that he was the first to use the term "social contract", as it is now employed, when preparing for a 67-nation meeting in the U.S. in April, 1971. But the words "social contract" became part of the British vocabulary in the run-up to the spring elections. During the March industrial crisis, with the 3-day week and the miners' strike threatening the collapse of British industry, the words "social contract" became a slogan to reassure voters that the Labour Party could do what the Tory Party could not. By September the social contract had become a major



plank in the Labour Party's platform.

Britain had had a disastrous affair with law and labour relations under the Conservative Government. The Industrial Relations Act attempted to bring unions under the control of the courts and created instead a condition bordering on anarchy. Three phases of a statutory incomes policy ran its course, contributing to economic chaos. The social contract is an attempt to find a system that makes both the regulation of collective bargaining and the legal control of wages unnecessary.

Len Murray, the TUC's General Secretary, summed it up when he said: "The Government will be entitled to look to the General Council and the Unions to do all they can to impress on their membership the need to relate collective bargaining to the achievement of agreed economic objectives."

Prime Minister Wilson described it as "a living and developing relationship covering the whole range of our social and economic policies."

Long before the TUC delegates gathered in Brighton, the first stages of the social contract were already under way. Keeping its part of the initial bargain, the Government had abolished the Industrial Relations Act and the Housing Finance Act. Pensions were raised; rents frozen; mortgage rates held down. Some basic foods were subsidized and efforts were made to keep other prices down in the face of world-wide inflation.

The labour movement also showed its good faith. In July, when militant miners, at their annual conference, tried to push through demands that would have violated every point of Labour's part of the social contract, the TUC exercised its persuasive powers and the militants lost.

Everything seemed in order for a vigorous debate and final approval of the social contract at the TUC September conference. But on the eve of the conference the powerful Amalgamated Union of Engineering Workers, Britain's second largest union, with 1.4 million members, voted to have no part in the social contract. The rejection came at the same time Len Murray dropped the metaphors and began to associate the social contract with the actual words, "wage restraint".

As an alternative to the social contract resolution, the technical and supervisory section (TASS) of the AUEW submitted its own resolution. Its terms would require the Government to meet eight prerequisites before any social compact could be made. The prerequisites, which would take years to meet, were: a large-scale redistribution of income and wealth, a massive increase in house building, the municipalization of rented property, public ownership of



Prime Minister Harold Wilson

housing land, permanent price controls, better social services, increases in public ownership across the board, and cuts in defence spending. Attempts by Murray to have their demands incorporated into a composite motion failed.

Critics of the social contract and the press made much of the engineering union's defection. Fears were raised that TUC unified support of the social contract might shatter.

It took James Callaghan, Foreign Secretary and Chairman of the Labour Party, to start the momentum for total support of the social contract. Speaking as a fraternal delegate from the Labour Party, a day before the social contract debate, Callaghan said: "So far as the Labour Party is concerned, the social contract is a means to achieving nothing less than the social and economic reconstruction of our country." He called on the delegates to recognize the achievements of the short-term program and to meet their responsibilities by maintaining the social contract to achieve the next stage of economic restoration.

He said that the social contract was the work of a liaison committee, begun 3 years ago, that consisted of the TUC, the national Executive of the Party and the Parliamentary Labour Party. Later he told this reporter that the social contract could mean "the survival of social democracy." He believes that the social contract could work in Canada,





Murray

"but it takes a tremendous amount of work and self-discipline. We met with labour leaders every Monday for 2 years to formulate it."

On the third day of the conference, Len Murray moved the economic policy, collective bargaining and the social contract. At the start of the 2-hour debate, he told the conference that the social contract was "the only way forward that stands any chance of success at all in this country at this time." He went to the heart of the issue: "We reject statutory incomes policy, or attempts by any institution – including the TUC – to impose a rigid centralized framework on bargaining. But equally we have to acknowledge that we cannot ignore economic facts or avoid the need to take a view of incomes as a whole."

Murray made it clear that the social contract was not just about wages. It concerned the entire scope of industrial relations problems, voluntary collective bargaining untrammelled by restrictive laws or statutory incomes policies, industrial re-organization, prices, inflation, social justice, the real needs of working people and Britain's economic performance.

The social contract concerned the relationship between the TUC and its affiliated unions and the relationship between the TUC and the Government. "We want a government

whose policies will make it possible for unions to achieve their objectives, and to which we can therefore respond – in our own interest."

He assured the delegates that the social contract would defend living standards, entitling workers to claim full compensation for the rise in the cost of living in 12-month intervals. "The General Council are also urging unions, where they can, to negotiate agreements that will help unit costs and efficiency, reform pay structures and improve job security. There is a special provision for the achievement of reasonable minimum standards, including the TUC's low pay target, for getting rid of discrimination against particular groups, notably women, and for improving non-wage benefits."

He offered motivation: "If Congress endorses this policy, you will be accepting voluntarily a degree of self-restraint as a means of breaking the shackles that too long have bound this trade union movement."

The man whose union brought down the last Government seconded the social contract motion. Lawrence Daly, general secretary of the National Union of Mineworkers, spoke with eloquence and passionate sincerity: "How can you achieve a large-scale redistribution of income if you don't have some kind of incomes policy?"

At the close of the debate, feeling the rising support for the social contract, Murray seized the moment. He promised that the engineers' pre-conditions to the contract would be made, point by point, part of the social contract. He dramatically asked them to withdraw their anti-social contract resolution.

Ken Gill, leader of the TASS section of the engineering union, held a hurried conference with the union's president, Hugh Scanlon, and other supporters at the back of the Dome hall. He returned to the rostrum to say he would withdraw the anti-resolution in the interests of unity without retracting any of the views he had put forward during the debate.

Congress then voted its approval of the social contract, setting the stage for the Prime Minister's speech the next day. "Recent comment has sought to narrow the social contract as though it concerned only the area of wage claims and wage settlements," Mr. Wilson said. "This is not what the social contract is about....It is indeed concerned with inflation, and the means which are essential to fight inflation. But it is not a latter-day Pay Board."

The Prime Minister saw the social contract as "a way of life for Britain based on social and economic justice." He said its provisions dealt with pensions for the aged as a first priority and "those whose claim on the national

production is greatest because their need is greatest." The contract covered unemployment problems and the issue of production and productivity. It concerned national economic aims, especially exports and import-saving.

Above all, the social contract replaced "conflict and confrontation by co-operation and conciliation." Mr. Wilson pointed to his creation of the Conciliation and Arbitration Service and the standing Royal Commission on the Distribution of Income and Wealth as progressive ways of dealing with the entire system of rewards in society.

Was the social contract, then, the exclusive property of the Labour Party, as the Prime Minister seemed to suggest? No: in fact, the TUC had offered the contract first to the Conservative Government. In January the TUC told the Government that the mining industry was a special case. If the Government was prepared to work out a settlement between the miners and the National Coal Board, the TUC would guarantee that other unions would not use the miners' special case in reaching their own settlements. The offer was made repeatedly. The TUC said it was prepared to discuss pay problems in a non-statutory setting. In the 1974 TUC *Economic Review*, published in March, the General Council reiterated its pledge that "negotiations generally would be influenced by the constructive policies of the new government." The TUC would encourage unions to adopt negotiating policies that focused on the need to restrain unit costs and ensured a response to effective developments on the prices front.

Before the TUC conference Prime Minister Wilson ridiculed the Conservative leadership for refusing the social contract. "They could have had a social contract in 1972, if they only had been prepared to offer a comprehensive program of economic and social justice," he said. "They were not even prepared to change their minds on school milk... No, you cannot settle wages by legislation for long, and you certainly cannot do it again and again....Our policies, our hopes for a better future depend on making a reality of this partnership in the social contract. There is no other way. No one, no other party, has even begun to produce a credible alternative."

"Britain's battle of the gap will be decided by our industrial performance," the Prime Minister said, and then sought to extend the social contract to the whole nation, to "all our people, everyone here (TUC) and millions outside at every level of industry, who are concerned to put their backs into the task of restoring our lost production and assets and renewing our drive in world export markets."

## Can it work?

Amid the congratulations to the TUC for a public showing of sincere men willing to make the social contract more

than paper, the honest and vital question was raised. Can such a loose voluntary understanding between the trade union movement and the Government make any practical impact on the course of collective bargaining?

Tory Party leader Edward Heath belittled the social contract as an "ineffective" policy for tackling Britain's huge problems. "This is a 'contract' with no figures, no mutual obligations, and no method of establishing fairness between the lower paid and the more powerful groups," he said.

Murray's response anticipated problems: "To those outside our own ranks who sneer at the social contract — who will eagerly look for every sign of failure, and ignore every success — let me say that whatever its limitations the social contract is the only way forward...Attempts of this sort are always failures by the standards of those who look for 100 per cent success."

Enforcement will be the major problem. The TUC General Council simply lacks enforcement power. Murray, in directing unions that may have difficulties keeping the social contract to seek the advice of the General Council, could promise only that "if necessary, our advice will be very pointed."

Another major problem area for the social contract will be the matter of "special cases", the provision in the contract that allows for exceptions to the wage restraint limiting increases to the inflation rise. The fear is that some of the unions who voted for the social contract will put in massive pay claims.

Murray admitted: "We shall expect unions who are in difficulties in conforming to the spirit of the policy to seek our advice. We want to understand their situation, and we want them to understand what the social contract means. The people who come will be those who think they have a special case. Well, not everyone can have a special case, but at the end of the road the decision about what they do is up to them."

The voluntary nature of the social contract leaves it open to criticism. The London *Spectator* chided: "The social contract scheme....is just about as relevant to the solving of Britain's problems as was Mr. Heath's ill-fated incomes policy."

*The Economist* predicted: "It is not a question of whether the TUC's version of a social compact will fail, but of how much unnecessary economic damage it does...before it is recognized that it has failed." Another major difficulty in making the social contract work lies in the co-operation of employers. Bluntly, Hugh Scanlon asked the delegates, "What about the employers — what are they doing for the social contract?"





**CUPE Delegate Stan Little**

Canadian delegate Stanley Little shared Scanlon's concern. "Is the Government going to have real influence over the employers and get them to act?" he asked. "Labour can agree not to press for excessive demands, and increase its productivity to gain a better GNP and an economy that will provide more for everyone. But the key will be to watch profits and dividends, as Murray said he'll do. If a company shows excessive profits, how is the Government going to say to them either cut your prices or turn back more to the employees?"

Perhaps TUC President Lord Allen struck the truest note when he said in his opening address at the conference: "Because now, and for some time to come, we shall be living in an apprehensive and uncertain economic and political climate...the means of collective discipline must be available within our movement."

The question of whether or not the voluntary social contract will hold defies confident answer. However, within a week of the TUC's close, the social contract passed a crucial test when 400,000 local government officers accepted a 14 per cent deal — well within the terms of the social contract. The 900 delegates of the National and Local Government Officers Association (NALGO) voted against pursuing their original 20 per cent claim and pushed for a lower settlement. NALGO leadership had told the delegates that with the prevailing economic and political circumstances members were right to seek a lower settlement. Both employers and the union said they were not sure what effect threshold payments would have on the deal.

At the same time, though, workers in the atomic energy industry numbering about 10,000 have signaled that they are not satisfied with the 20 per cent offer they have received from their employers. If they get more, their settlement will be above the limits of the social contract.

Further problems developed when Hugh Scanlon published a stinging editorial in the Amalgamated Union of Engineering Workers journal expressing considerable doubt about the social contract. Scanlon argued that there is nothing in the social contract requiring an assurance from employers that any savings resulting from lower settlements will go to the lower paid employees. Scanlon said that he hoped the AUEW decision not to vote against the social contract will serve the labour movement, but that the real enemies of the contract are not his union but big business enterprises. "If only private enterprise would practice some of the responsibility it is always urging upon trade unions, then many of Britain's problems would appreciably diminish," he said. His public statements may reopen a TUC split on the social contract.

The fraternal delegate to the TUC from the AFL-CIO, James Housewright, praised the social contract as a "very bold, sincere approach on the TUC's part to curb inflation." Although there was no parallel in the American experience to the social contract, Housewright reiterated the AFL-CIO's willingness to go along with a wage freeze provided that similar controls were imposed equitably and even-handedly on profits, prices, interest rates, dividends, rents, executive pay and on every other form of income, as well as wages. He said the Nixon Government kept workers' wages subjected to a 5.5 per cent wage-increase guideline for 3 years without controlling profits and the other components of the economy.

"We will be watching the social contract very carefully," Housewright said, "because in today's world economy, what Britain does has an effect on us all."

## **Women: Separate But Equal**

Although the TUC September conference sent up no warning flares, time is running out in Britain for those employers who pay, and for those unions who negotiate, unequal wages for women. By December 29, 1975, according to the Equal Pay Act of 1970, women will have to receive equal pay for equal work or work rated as equivalent under a job evaluation scale. When the Act was passed, women were receiving about 75 per cent of the equivalent male rate. The Act set no intermediate goals that were enforced by law.

Over the past 4 years so little has been done in the area that a number of women and men have created a pressure group, Equal Pay and Opportunities Campaign



(EPOC) to serve as a catalyst for getting a better deal for women at work. Yvonne Frost, a founder-member of EPOC and associate editor of *Industrial Relations Review and Report*, observed that, "Some industries, like the chemical and the food industries, set their own goals for bringing the pay of women to the same level as that of men through staged implementation by 1975. But other industries, like engineering — a massive employer of women — have done nothing."

The Tory government incomes policy, stages 2 and 3, provided that women could receive equal pay increases outside the pay limit. However, unions took advantage of the opportunity to hike women's wages beyond the legal limit in only 25 per cent of the settlements reached during stages 2 and 3. "Some unions have been working with the employers to develop job reclassifications and other ways around the Act," Ms. Frost charged.

Those who expected the TUC September conference to deal vigorously with the issue of equal pay for women, beyond the platitudes, were keenly disappointed.

When the Congress was invited to consider the abolition of the TUC's Women's Conference, in order to further equality between the sexes, the motion was defeated. The action by Congress was seen by many to be a refusal to allow women to take their chances on equal terms with the men. The delegates — 951 men to 81 women — preferred to continue the existence of a separate group called the Women's TUC.

Those in favour of abolishing the Women's TUC argued that the continuation of a separate representational body for women within the TUC is an anachronism. The problems facing women workers, they maintained, would never gain proper priority until they were viewed as the problems of workers and not merely of women. The windup of the Women's TUC, they acknowledged, would throw more business in the lap of the General Council and the Congress, but this was no reason to perpetuate out-of-date and fundamentally discriminatory concepts.

The motion was made by the Society of Civil Servants, and amended by the National Union of Journalists, which suggested that a special advisory committee to the General Council on the problems of women and young workers was still necessary.

Mrs. Marie Patterson, a member of TUC's General Council, spoke against the resolution. She said that the Women's Conference, of which she was chairman, had debated the question of whether to remain in existence. Although those concerned looked forward to a time when a separate platform for women trade unionists would not be necessary, they did not believe that this time had yet come.

Mrs. Patterson asked the mover of the motion calling for the abolition of the Women's TUC to remit the motion to the General Council. But the mover, B.A. Gillman, secretary of the Society of Civil Servants, refused to remit. He said he thought the time had come to test the conference on whether it was prepared to pay more than lip service to equality. When a show-of-hands vote was taken, the President ruled — to the sound of low protests — that the motion had been defeated, as it had been by a comfortable majority.

Earlier Gillman had said that the Women's TUC was outright condescension toward women trade unionists. "Until we abolish it," he argued, "we shall not achieve the full integration of all categories of workers."

## Putting the Common Market to a Vote

Britain's share of the cost of running the bureaucracy in Brussels that directs the European Economic Community (EEC) was £2 million in 1974 and will be £3.25 million in 1975. A delegate to the TUC tossed the figures out as symbols of the far greater losses Britain has suffered since its entry into the Common Market.

Continued opposition to British membership in the European Common Market was overwhelmingly declared by the TUC September conference. In the TUC view, there must be a clear and unambiguous national referendum on Britain's membership in the EEC.

Moving one of many anti-Common Market resolutions, Harry Urwin of the Transport and General Workers' Union said that the economic case for the Market had never been made. "We all have to suffer for Ted Heath's vision of Europe," Urwin lamented.

The Common Market was seen as directly contributing to unemployment, which rose in August by 90,000 to 691,000 — the highest rise in 26 years. It was cited as a major cause of inflation. It was also forcing Britain to concentrate its trade on too narrow a market, instead of diversifying trade to as wide a market as possible.

It was granted that the fears expressed by the General Council about the consequences of British membership in the EEC had all been confirmed. One of these fears was the flight of capital. According to government estimates, new investments by British firms on the Continent in the year before entry — with entry therefore in prospect — was £1,480 million compared with inward investment of £720 million. Much of the ongoing outward investment Britain is suffering from clearly can be attributed to European investments. Mr Urwin told the delegates that for every £2 million going out of the country, £1 million was coming in.

The Electrical Trade Union represented the position of right-wing unions. Its resolution directing the TUC to nominate members to all committees, institutions and organizations with which it is entitled to participate within the EEC was defeated soundly.

A composite motion, voted for as the current TUC policy on the EEC, stated that Britain's present membership in the European Common Market has "adversely affected the sovereign rights and living conditions of the British people." It urged the Government to speed up negotiations about new terms with the EEC, restoring to the British Parliament the sole power over legislation and taxation. It rejected the Common Agricultural Policy. In calling for a referendum for or against membership in the Common Market, Congress insisted that the Government "ensure that appropriate regulations are made governing the expenditure of monies and access to television media in order that the exercising of impartial judgment by the electorate shall not be affected by financially-sponsored propaganda."

The trade union plan put forth by Jack Jones, general secretary of Britain's biggest union, the 1.8 million-strong Transport and General Workers' Union, calls for a special Labour Party conference on the question of membership in the EEC in preparation for a referendum. Whatever resolutions that would come from such a conference would be supported by the Labour Party as a whole.

The Labour Party, for its part, is already committed to the conference. In the one private meeting to discuss international problems with TUC leaders that he has held since becoming Foreign Secretary, James Callaghan informed them that a vote on the Common Market issue "might reasonably be expected in about 12 months' time." That was said in July. It presented an unsatisfactory timetable. The TUC wants the referendum within 6 months of the October elections.

## Facing Industrial Democracy

Current debate in Britain about industrial democracy was sparked by a draft directive from the European Common Market that would require member states to enact laws obliging worker participation on company boards of directors along the lines of the Dutch and German models that required one-third worker representation.

At its September conference the TUC appeared to face both ways on the issue of industrial democracy. The TUC's policy, as it emerged in a detailed General Council report and a composite motion that contradicted the Council's recommendation, reflected the general confusion and ambivalence on the issue today in British industry. Delegates at Brighton managed to vote both for the TUC's report calling for mandatory 50 per cent worker

representation and for a composite motion making worker representation on private industry boards optional, according to the wishes of the unions in the particular companies.

General Secretary Murray said that nothing in the composite motion conflicted with the report from the General Council. He said that the proposals fitted logically into the changing nature of the structure of industry. They represented an historical development of the role of unions to strive to influence decisions that affected their members. Murray felt that, "There will be problems to be sorted out, and this development will bring new and heavy responsibilities as well as rights, but it offers us a great opportunity."

Murray was insistent about workers choosing their representatives through their trade unions. "We explicitly reject the idea of appointing worker-directors in an individual sense," he said. He referred to the Council's report to underscore the fact that provisions about supervisory boards in any new company act would apply initially to large companies — perhaps those with more than 2,000 workers. "The arrangements for representation of workers would operate only where there is a trade union recognition and only where bona fide trade unions choose to exercise this right."

Murray explained that the General Council had referred to mandatory changes in company law because it believed that genuine progress could not be made by one or two experiments without any change in the basic principles of company organization. "Where the unions in a company agreed that the provisions should be applied, the new arrangements would be mandatory on employers," Murray concluded.

Michael Rubenstein, editor of *European Industrial Relations Review*, told this reporter: "Senior civil servants who were given the responsibility for drafting industrial democracy legislation as a third element in the Labour Government's industrial relations proposals, are understood to have interpreted the TUC's Janus-like stance on the issue as a sign to forget about serious attempts to secure agreement on a package that would cover the private sector."

Few observers of Congress' action on the industrial democracy issue expect legislative moves to provide for workers on the board, outside of the public sector, until the TUC comes out with a clearer, more forceful indication of what it wants.

## Old Age Pensioners

Editorial in the *Guardian*, one of Britain's national papers, credited TUC leader Jack Jones with forcing the



Government to give absolute priority to raising retirement pensions. "When the balance sheet of selfishness and unselfishness comes to be drawn up, that is one item that should be put to the TUC's credit," the editorial said. "Many pensioners are ex-trade unionists, but they pay no dues now."

At the conference, Jones was not resting on his achievements, but pressing for new gains for old age pensioners. In opening the conference debate on retirement pensions, Jones urged Congress to secure an automatic adjustment of old age pensions each quarter to help retired people cope with the rising cost of living.

He was not happy with the current pension of £10 per single person and contrasted it with Canada's £18.75 weekly pension for a single person, and Holland's £20.77 a week. "The basic pension must be at the right level. That means a further big increase in the months ahead, and then its value must be maintained, keeping abreast of the cost of living, and relating it to average earnings so that as wages rise, so will pensions," he said.

The mechanics of meeting his proposal, he explained, would not be difficult, as the Pensioners' Price Index was already published quarterly. Quoting from the publication, Jones said that a single pensioner spent 18.3 per cent of his or her income on fuel and light, while the average worker spent only 5.2 per cent of his earnings for the same necessities. Every increase in fuel and light affected the pensioner more than 3.5 times as much as the average wage earner. A single pensioner was hit twice as hard by food price increases, since he or she spent 45.6 per cent of his or her income on food, while the average worker spent 25.3 per cent.

Pledging the TUC to a continued fight for realistic pensions, Jones was successful in moving a composite resolution calling for the automatic adjustments and declaring Congress' intent to secure an adequate standard of living for retired persons.

Mineworker's delegate Eric Clarke said that last year the TUC decided to strengthen its campaign for more just pensions by means of "industrial protest action." He declared that the National Union of Mineworkers felt this policy still stood and his union was ready to fulfill it.

A composite motion, moved by the National Union of Teachers, instructed the General Council to discuss with the Government a 5-year reduction in the retirement age (from 65 to 60) of both men and women. The motion also directed the Council to ensure that both State and occupational pensioners share in any improvements in the standard of living, by basing increases in pensions on new indices that will reflect movements in both earnings and

the cost of living. Council was also called on to make recommendations on the opportunities that might be available for anyone fit and willing enough to continue to work beyond the age of 60. Also, the retirement age of British miners should be brought in line with that in the majority of other countries. The motion was carried.

## The Poorly Paid

Whether or not low paid workers will have as bad a winter as they did last year is uncertain. Certainly the TUC promised no miracles for the workers who are members of weak unions or who are unorganized and have watched their living standards erode with alarming swiftness.

Faced with a choice between two ways of dealing with the problems of low pay, the TUC conference rejected a statutory national minimum wage in favor of its own plan. A new target has been set. The minimum wage which unions are being called on to aim for in all their negotiations is £30 for a 40-hour week, £5 higher than it was last year.

The target wage was made TUC official policy when a composite motion on low pay moved by the National Union of General Workers carried almost unanimously.

Against the background of a brutal statistic — 7 million people earned less than £25 a week in 1973 — the new policy for dealing with low pay included:

- (1) effective trade union organizing in low paid sectors;
- (2) an end to discrimination in contracts covering women and older workers;
- (3) the restructuring of wage councils, with a view to their replacement by collective bargaining;
- (4) the strengthening of legislation and arbitration to eliminate payment below the going rate nationally or locally;
- (5) "meaningful legislation on equal treatment of women workers";
- (6) the restriction of public sector contracts to those companies paying "adequate rates" and recognizing trades unions.

Among low pay workers, government servants, including those in the National Health Service, were singled out as shamefully paid.

## Hong Kong — Britain's Sweatshop Colony

The TUC's concern for the low paid extended to the United Kingdom's last industrial colony. No one pretended that it was a resolution without self interest.

In the window of the Hong Kong trade centre in downtown London a sign boasts that business is good. "Hong Kong





makes one out of every five shirts you buy...3 million shirts a week." When he saw the sign, John Murphy, of the British Clothing Manufacturers' Federation, told this reporter that he wanted to put his foot through the window. He has watched Hong Kong shirt companies grab 50 per cent of the British shirt market, not an uncommon experience for the industry in North America.

The unions concern over the eroding shirt market took the form of positive action. The National Union of Tailors and Garment Workers successfully put a resolution to the TUC September conference requesting the General Council to "investigate the social and economic conditions and the state of industrial relations there and, where necessary, to bring pressure to bear on the United Kingdom Government to effect improvements by more effective legislation."

Congress was further instructed to seek to extend the International Labour Organisation instruments to Hong Kong, particularly full ratification of Convention No. 87 on Freedom of Association and Protection of the Right to Organise and Convention No. 98 on the Right to Organise and Bargain Collectively.

In moving the resolution, Jack MacGougan, general secretary of the National Union of Tailors and Garment Workers, dwelt on the problem of child labour in Hong Kong. "It is officially admitted that 36,000 of Hong Kong's workforce are children between the age of 10 and 14," MacGougan said.

"There is no compulsory education in the colony and age 12 is the normal school leaving age," MacGougan said, implying a setup intentionally created for cheap labour.

He described the child labour scene and the other "sweatshop labour conditions" as a disgrace that the labour movement could no longer tolerate.

## Cyprus: Emergency Motion

Recognizing Britain's role in the crisis of Cyprus, the TUC conference passed an emergency motion supporting the United Nations Security Council Resolution 353 of July 20, 1974 on Cyprus. Moved by the Amalgamated Union of Engineering Workers, the successful motion called on the British Government to exert its influence so that:

- (1) all countries respect the sovereignty, territorial integrity and independence of the Republic of Cyprus;
- (2) all Greek and Turkish troops including the Greek Officers of the National Guard be withdrawn;
- (3) constitutional order and democratic rights are restored;
- (4) President Makarios be reinstated;

The Cypriot people be allowed to decide their own future.

## A Watch on the Old Generals

The TUC, while recognizing a phenomenon in Britain that has retired army generals recruiting citizens in a loose band of defenders of civilization, did not entertain an emergency motion on the matter.

For many in Britain there is a strong impulse to laugh at the idea of squads of choleric Col. Blimps square bashing on the village green in preparation for some sort of Bolshevik armageddon. It's amusing to some to see the old boys who won the Battle of Britain starting to take down their fowling pieces to protect the nation from the black flag of anarchy.

It is a widely held view that General Walker and Colonel Stirling, the two retired officers now in the forefront of the "private armies" created to keep the country moving in event of national crisis, should not be taken seriously. The vision of a sinister group of geriatrics plotting the Great Political Uprising is something to be scoffed at, satirized perhaps, but not made a matter of concern.

Others, disagreeing, seem to overreact. They see in the action of these two armymen and their tens-of-thousands of followers the start-up of fascism, nazism, or at least, a co-ordinated band of strikebreakers led by the colonels.

The TUC September conference took a middle course. It ruled that a motion concerning the private armies could not be received as an emergency motion because the movers had ample time to follow the normal procedure of presenting motions to the TUC. However, Len Murray promised that the General Council would keep a close watch on the activities of the private armies. He cautioned that no one should underrate or overrate the potential danger they pose.

Speaking to the motion, which described the private armies as an attack on democracy, Murray said: "We would not wish to stimulate the hallucinations of the Walter Mitty characters who are going around these days."

## Campaign Against Private Job Agencies

Twenty-three years ago the International Labour Organization called for the abolition of fee-charging agencies that deal in employment, but Britain still has them. And they're growing at a tremendous rate and reaching into more sectors of the job market daily. The Employment Agencies Act, passed under the last Tory Government as a private members bill, only partly controlled agencies and was not very effective. William Kendall, general secretary of the Civil and Public Services Association, speaking at the TUC conference placed the number of private, profit-making employment agencies in Britain at 3,000. He charged the agencies with "dealing in human bodies considered to be as profitable as in the days of the slave trade."

The argument the TUC conference put against the existence of such agencies was that the agencies, by hiring lump workers and temporary workers, kept down the

pay and working conditions of full-time staff.

In a motion made by the Union of Construction, Allied Trades and Technicians, which was passed overwhelmingly, Congress called for fresh legislation to comply with the ILO Convention No. 96 in abolishing profit-orientated, fee-charging agencies.

Glyn Lloyd, speaking for the construction workers, explained to the Congress that lump workers had been a problem in his industry for a long time, but now the use of temporary workers, hired at higher rates than full-time workers, without benefits and holiday pay, was spreading to other industries.

Kendall charged that the agencies carried on "subliminal advertising" to encourage workers to constantly change jobs. Their activity helped employers to keep standards low and was "truly parasitic."

Another delegate made the point that temporary staff jeopardized good industrial relations by earning higher pay and creating friction in offices.

It was said that the London boroughs last year paid out an extra £1,500,000 more than they would have done if they had used full-time staff, because they used temporary staff. If the money hadn't been paid to agencies it could have been given in higher wages and better benefits to full-time staff.

Arguments that the agencies provided a vital social service, particularly by supplying workers for the Health Service, were refuted by those speaking to the motion. It was established by Bernard Dix, of the National Union of Public Employees, that the 3 per cent of nurses who were hired from agencies were mostly working in the "posh" big London teaching hospitals, not in the geriatric or psychiatric hospitals, where the real staff shortages existed.

Dix said that the agencies were now not only supplying nurses, but doctors as well.

They were also supplying store clerks. A woman delegate said she knew of cases where low-paid shopworkers had left their jobs and through the agencies been sent back to work in the same stores at higher pay for the same work. This gave them a false sense of being well-off in the short term and kept long-term improvements for shopworkers from being made.

Ultimately the agencies were contributing to inflation by forcing up employers' costs and stopping workers from having job security. Boilermakers' president Dan McGarvey summed it up, saying: "We are pressing the Government strongly to abolish these agencies. They are anti-social



and inflationary. They disrupt industrial relations practices and procedures, and the employment conditions of our members, in an increasing number of sectors."

## Et Alia

*Oil workers' rights* were defended by a resolution passed to establish a national committee of the TUC General Council. The committee would protect the rights of workers in the offshore oil fields, putting pressure on the offshore multinational oil companies to recognize unions.

The committee's usefulness in improving the conditions of men who are now working in the oil fields was also emphasized. Oil workers are currently working 12-hour shifts for an average of £40-60 per week with poor and dangerous working conditions.

A Scottish-based co-ordinating committee of 10 unions successfully working in Aberdeen for union rights aboard the oil rigs was held up as a model for such a national committee.

*Energy* In calling for a full-scale inquiry into the energy needs and resources in Britain during the next 10 years, the TUC suggested that the Government establish a standing committee with full participation from unions involved in the fuel and power industries.

In passing the composite motion on energy, the TUC conference directed that the inquiry should consider seven points:

- (1) the need for co-ordination of all forms of energy supply;
- (2) an examination of manufacturing industries associated with coal and oil;
- (3) the fullest possible development of the British coal industry;
- (4) the use of government machinery to investigate and control the domestic and international activities of multinational oil companies;
- (5) a full investigation into ways of economizing on scarce fuel resources in home and industry;
- (6) the expansion of research and development of the nuclear program;
- (7) the need to pursue a co-ordinated investment and pricing policy by the Gas Corporation and other nationalized industries to ensure that the rate of exploitation of gas and oil resources is in line with the need to conserve these resources in the national interest.

The Congress also declared its full support for the nationalization of all national resources and in particular the oil and gas of the North Sea.

*Brazil's threat* as a super-power in South America was

recognized by a successful motion asking the General Council to establish contact with trade unionists in that country to examine ways of helping them in their struggle. The motion expressed "deep concern at the suppression of political liberties and trade union rights by the military dominated government in Brazil.

*Vietnam* was cited as war torn and suffering in the moving of a successful resolution supporting the Paris peace treaty and calling for a cease-fire. A delegate indicated that over 100,000 people had been killed in Vietnam in the 19 months since the cease-fire had been called. His motion demanded the release of political prisoners in North and South Vietnam and recognition by the British Government of the Provisional Revolutionary Government of South Vietnam. The TUC in the motion pledged ongoing moral and material assistance in rebuilding Vietnam. Council reported progress in the building of a school and the distribution of medical supplies in North Vietnam.

*Nuclear Weapons* were banned in a motion put by the Fire Brigades' Union. The policy of the TUC is to demand a "complete British dissociation" from all types of nuclear weapons and nuclear tests, as well as a closing of nuclear bases, both British and American, located in Britain or in British waters.

One of the speakers at the TUC conference drew great bursts of laughter when he said, "We work our members up from nothing very much to a state of extreme poverty." His point was made in a demand for "conspicuous proof" that changes are happening in society, changes that create a more civilized and compassionate Britain.

If the social contract, the chief and historic achievement of the TUC's 1974 congress, is kept by both parties, the delegate will receive the "conspicuous proof" he called for. The new economic Battle of Britain will find strength from ten million workers committed to the front line fighting. If it fails, the delegate's joke could become a crude, humourless prophecy.



**John Bank, a Roman Catholic priest, has been an organizer for the United Farm Workers for more than five years. He is currently the UFW representative in England and a free-lance journalist.**



## *Penitentiary Pilot Project*

# GRAPPLING WITH INMATE INERTIA

by TED WEINSTEIN

Time can sit heavily on those locked "behind the walls": for Canadian prison inmates — especially those sentenced to long terms — the days can melt together, with little distinction between what happened yesterday and what will occur tomorrow. There is a variety of work to be done; and vocational training and educational upgrading are usually available. But many inmates spend the majority of their waking hours reading or talking, watching television, maybe thinking about their crimes, their families, themselves. Too many have no constructive occupation to help stave off lethargy as they serve their sentences.

How many inmates sit around with little to do? The actual number is not important, says Ray Thompson, Industries Director of the Canadian Penitentiary Service, who has dedicated 25 years to prisoner rehabilitation. To him, it's not important how many men are doing this; the simple fact that this occurs is what counts.

"Prisoners sitting around with the attitude, the mentality of passing their sentences with the least possible effort are only hurting themselves. They become lethargic and lazy. They forget how to work, what it's like to put in an 8-hour day. Some inmates develop what we call 'short-term jitters' shortly before they are released: they worry about fitting back into society, about holding down a regular job."

"These men have lost their motivation, their sense of self-worth, and they are not contributing to their own welfare or to society. If prison officials do not occupy them meaningfully, the men are doing themselves more harm than good, and we're not helping them in any way."

Thompson asserted that because many inmates are not prepared or capable upon release to hold down a full-time job in a competitive commercial environment, they are unable to successfully provide for themselves or their families. Often they become dependent on welfare for survival. Frustrated by their inability to successfully adjust to the social pressures of normal citizenship, they revert to further criminal activities and so return to prison. The current high recidivism rates are indicative of the magnitude of the problem.

But the enigma of how to constructively occupy and motivate inmates may receive a positive boost if a pilot project, approved by the Federal Cabinet last May, is a success. After several years of planning and discussion, the Canadian Penitentiary Service has received permission to institute a program designed to help inmates make a smoother transition between prison life and the outside world.

The program, to run for a two-year trial period at the Joyceville Institution near Kingston, will involve the employment of prisoners in production shops making

different products. The prisoners will be paid a daily wage higher than the normal prison rates — some will receive as much as the prevailing minimum federal wage — and they will be charged for such things as room and board, income tax, unemployment insurance, and pension. For the higher pay, the men will work on an industrial production line designed to simulate as close as possible the working conditions they will encounter outside.

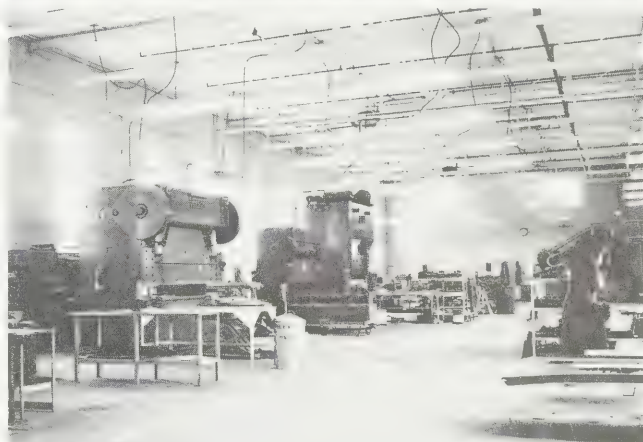
Programs of this type have been used successfully in other countries. And for years, Canadian prisoners have manufactured a variety of articles for federal, provincial, and municipal governments, as well as charitable, publicly-supported, and non-profit organizations. But this pilot project marks the first time there will be a guaranteed market — the Federal Government — large enough to provide continual inmate employment.

"The Federal Government for years has ordered products such as furniture and various stores from federal institution shops," explains Thompson. "This practice dates back to a 1921 Order-in-Council that said the Government should buy inmate-produced goods. But the use of the conditional verb 'should' meant government departments were not obligated to place orders with us. Without orders and contracts, there is no market for our goods, and without a steady market there is no steady employment. In other words, current inmate employment is a patchwork arrangement that is low-key, short-term, and stop-gap in nature, based on make-work and small-jobbing principles."

"Under the new program, the Government — through the Department of Supply and Services — has agreed to place orders approximating \$5 million a year for the next 2 years, and the Ministry of the Solicitor General has undertaken to fill the orders with goods produced by existing CPS industries and the Joyceville Institution pilot project. When the pilot is successful, the program will be introduced into more than a dozen federal institutions, and by 1984, we expect to be filling government orders worth \$25 million a year. This will place negligible hardship on public or private enterprise, and the inmate-produced goods will be competitive in design, price, quality and delivery with those available from commercial sources," Thompson predicted.

Modifications and additions to Joyceville's existing industrial facilities and equipment, costing about \$1 million, are scheduled for completion by May, 1975; three months later, the "start-up" phase is to begin. An interim evaluation of the project, to be done by the Faculty of Administrative Studies at Toronto's York University, should be completed in September 1976, and a full evaluation is anticipated in September, 1977.

Detailing the mathematics of the program, Thompson





explained that all penitentiary capital and operating expenses currently cost about \$4 million. The new program's building additions, alterations and equipment will run to \$15 million, spread over 10 years. Additional staff will cost \$60,000 a year. When the program's gross industrial output reaches \$25 million, \$3.7 million, or 15 per cent of the output, will be spent on the inmates' wages. But their deductions for room and board, income tax, and so on, will help defray the cost of their incarceration.

The men will also be able to save money. For example, an inmate earning the minimum rate of 60 cents an hour will gross \$24 a week. Deductions for room, board, clothing, Canada Pension Plan, and unemployment insurance, will leave him with a net income of approximately \$11.50 per week. Over a year's time, he will have saved \$600, which can be used to support his family during his imprisonment or to help him get started when he is released. The inmate is developing a sense of self-worth, keeping the cost of his incarceration down, helping his family, and making a useful contribution to society through his production.

Although the Canadian Penitentiary Service has traditionally sponsored correctional and rehabilitative policies and activities, inmates for many years have not been adequately prepared to cope with and adjust to the outside world. Writing in the November 1949 *Canadian Bar Review*, R.B. Gibson, at that time the Canadian Commissioner of Penitentiaries, said that "the industrial shops and the construction activities carried on in the penitentiaries have, for many years, afforded opportunities for prisoners to learn useful trades, but this type of on-the-job training...failed to produce the skilled workman who could compete in quality and quantity with the employee on the outside. It was decided in 1947 to introduce full-time vocational training courses for the young convicts under 21 and others of the reformable type in their early twenties."

However, knowing a trade does not qualify an inmate to work for eight hours a day, five days a week, in competition with others who are accustomed to the emotional and physical rigours of a full-time job. In 1969, the Canadian Committee on Corrections, with Roger Ouimet as chairman, reported that "it is highly desirable that all inmates of a prison be fully occupied during a normal working day [with] scholastic education, vocational and trade training and maintenance work and therapy sessions as well as prison industrial production...Since the aim of the institution should be to prepare the inmate for his return to normal community living, it is important that as much time and effort as possible be spent on such preparation. It is an unhealthy and incapacitating thing in itself to be left in long periods of idleness. It is suggested that there be a basic wage that is paid to all inmates who

involve themselves conscientiously, within the scope of their capabilities and treatment and training requirements. There should be a series of steps in the remuneration scale...to reward diligence and ability...Internal working conditions should, as far as possible, duplicate those on the outside."

The United States opted for the inmate-employment program more than 40 years ago. There, a 1930 law required federal departments and purchasing agencies to buy from commercial suppliers only if correctional system shops could not provide the products. This led to the creation in the early 1930s of the Federal Prison Industries Corporation, which has grown into a large, powerful and high revenue-producing organization. Individual states have also enacted similar mandatory purchase laws to support their correctional employment programs simulating outside working conditions. Some prisons pay the workers, others reduce inmates' sentences a certain number of days for each day worked.

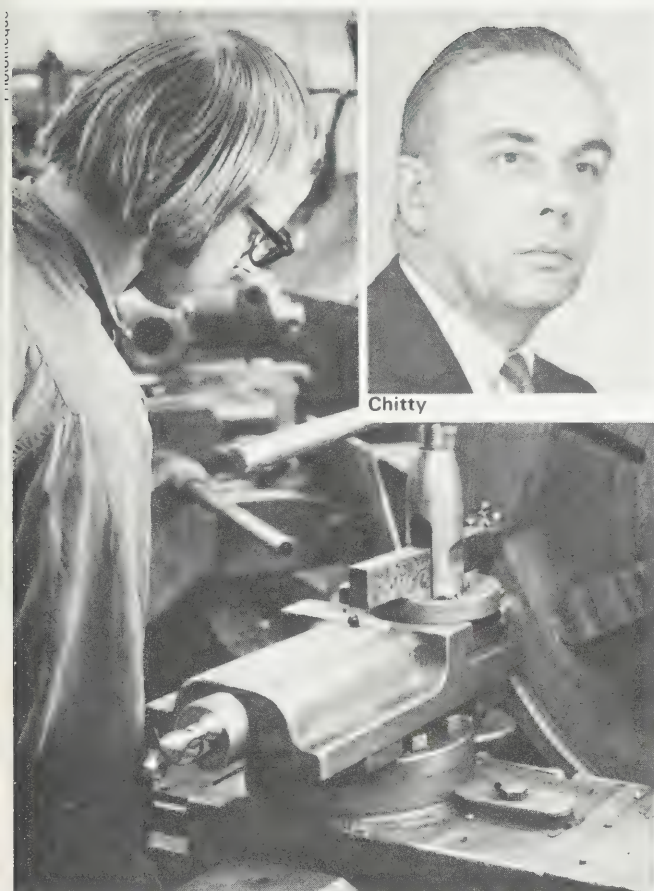
What is the site of the pilot project like? Entering Joyceville Institution, you're not immediately aware of the inertia described by Thompson. The building is clean and life seems to go on in an orderly manner. Most inmates do chores or jobs, or work in one of the shops. Other talk in groups, read or rest in their cells, or visit common rooms. Very orderly, very controlled, you think, until you realize that this is the routine day in, day out, for years. The sense of lethargy does not immediately jolt an outsider who is used to a faster pace, but after several hours in the building, it envelops you.

William Chitty, Director of Joyceville, is enthusiastic both about the pilot project and the fact that his institution was selected as the site. He explains how prisoners come to his institution.

"There are several prisons in southern Ontario, and the Kingston Regional Reception Centre filters them for security and work option purposes. Of the medium security institutions in the area, Collins Bay is the educational upgrading centre, and Warkworth provides vocational training. Joyceville receives inmates who have not committed themselves to either of these options, those who just want to serve their time and get out. If the project is successful, it will give Joyceville an industrial specialty."

Because of overcrowding at other institutions, due to a great extent to the recidivism Chitty and others in the Penitentiary Service want to reduce, teachers have been provided for about 70 Joyceville inmates who want educational upgrading and vocational training — body and fender repair, and barbering — for another 35. About 110 men work in the existing industrial facilities: tailoring,





Chitty

Chitty feels that one of his main challenges is to get support and acceptance of the project while it is being developed. Once it is operating, he foresees such problems as inmates who are eager to work but do not have the aptitude, or other inmates who are jealous of the higher wages being paid to the project participants.

"Currently, all inmates earn a daily salary, starting at 70 cents a day, and increasing by 10 cents in three steps to \$1. The salary depends on the grade of the job the men perform. Inmates who are cleaning floors will complain that they are earning 70 or 80 cents a day, while some others are making as much as \$2.20 an hour. But they will have to understand that this is a pilot project, and if it is successful, it will be accepted across the federal system as an employment model. Once this happens, there is no reason why it cannot be modified and applied to most prisoners."

One of the Joyceville officials who will play an integral role in the introduction of the project is Bruce Sanderson, Supervisor of Industries. As he conducted a brief tour of the five Joyceville shops, he said the inmates now work in the shops only about 6 hours a day, 4 1/2 days a week. They are not prepared to re-enter the commercial workforce, and they complain about the lack of work, the lack of motivation. They are under no pressure to produce, to meet contract deadlines.

Among the problems Sanderson foresees is the operation of the pilot project within the institutional setting, and the demands of other programs, other divisions. The turnover of staff through men being demoted, being released or being taken off the job for other reasons will also hurt his operation. As well, he said, his own staff must become accustomed to the idea of supervising on a production line for 8 hours a day, of simulating an industrial environment similar to that in private or public industry.

"The alternatives to this program are simple," Thompson summed up. "We can continue having inmates under-employed, depriving them of the chance to learn normal working habits and depriving them of the opportunity to successfully prepare for the social and economic adjustments required of them upon release. We can abandon the workshops, which would produce serious unemployment, cause inmate deterioration and could create a high degree of tension, leading to riots. Or we can provide academic and vocational training programs for all inmates. Such programs, currently provided for about 30 per cent of the inmates, are expensive, not suited to the majority of the inmate population and have been found to be not fully effective in treating the most prisoners."

"There really isn't much choice."

cabinet making, paint finishing, and metal shops. Of the remainder of the 454 inmates within Joyceville's walls — it is also overcrowded — most work at housekeeping, or in kitchen, boiler room, service, and clerical jobs.

Most of the pilot project is still in the planning stages, said Chitty, but it is expected that the 80 participating inmates will be chosen by a selection board, using as its criteria an inmate's aptitude, ability, personality, length of sentence, potential for rehabilitation, and whether the man is single or has family obligations. Once the production line is operating, the inmates will probably make lockers, filing cabinets, and modular shelves. The men will work a full day, meet minimum production and working standards, and keep up with deadlines. There will be promotions and demotions, and the men will be able to work their way up to higher wages, possibly to the federal minimum wage.

"After spending time on the production line," said Chitty, "inmates will have probably been upgraded in education, they will have gained industrial experience, and they will have earned extra money to support their families or themselves. They will have gained a sense of achievement, and will be better able to fit into the outside world when they re-enter it."

# VOLUNTARY ARBITRATION IN CANADA: FIVE PUBLIC SERVICE MODELS

by NAVIN PAREKH

A major current theme emerging on the industrial relations scene in Canada is the growing acknowledgement that finally the time appears to have come for voluntary arbitration of interest disputes. This is evident from the views expressed by leading scholars and practitioners in the field, and the vigorous advocacy of voluntary arbitration by the federal Minister of Labour lends considerable significance to this theme.

Impetus to the idea of voluntary arbitration has come, at least in part, from the experience with the system of arbitration introduced in the federal public service of Canada in 1967. Although this is the most widely-known model of voluntary arbitration in Canada, Saskatchewan law has provided permissive arbitration to resolve disputes involving provincial government employees since 1944. Since 1967, and following the pattern of the federal model, two other jurisdictions have introduced systems of voluntary arbitration for government employees: the public services of New Brunswick and the Yukon Territory. More recently, provision for ad hoc voluntary arbitration has been made in the collective bargaining legislation applicable to the public service in British Columbia. Thus, there are five public service jurisdictions in Canada that provide for some form of voluntary arbitration. (For the purpose of this article, "public service" refers only to federal, provincial and territorial governments.)

## Permissive Arbitration in Saskatchewan

Saskatchewan was the first public service jurisdiction in Canada to extend full collective bargaining rights to employees of a provincial government. Since 1944, civil servants in Saskatchewan have been included in the coverage of the Trade Union Act — the general labour relations legislation — which makes no distinction between employees in the public and private sectors. The legislation permits the parties in an interest dispute to convert a conciliation board into an arbitration board upon written consent of both parties before hearings on the dispute commence. Somewhat similar provisions are made also in the Canada Labour Code and in labour relations legislation applicable to the private sector in most of the provinces. This is the only sense in which the Saskatchewan law permits ad hoc voluntary arbitration. As yet, no dispute involving provincial government employees has been settled through resort to arbitration, and the emphasis in Saskatchewan has been on negotiation between the parties.

## Federal Arbitration Framework

The Public Service Staff Relations Act of 1967 provides two alternative methods for the resolution of an interest dispute: (1) referral of the dispute to binding arbitration;



and (2) referral to conciliation board with the eventual right to strike. But the option to choose between these two alternatives is available only to the bargaining agent. The employer does not have the right to choose between arbitration and conciliation. The bargaining agent is required, however, to exercise its option upon certification and before negotiations commence.

The process for the resolution of a dispute specified by the bargaining agent is recorded by the Public Service Staff Relations Board as part of its certification of the bargaining agent for that bargaining unit, and such process remains the process for the resolution of all interest disputes between the parties until it is altered by the bargaining agent. Upon application to the Board, a bargaining agent may alter the process, but such alteration does not take effect until any notice to bargain collectively is given next following the alteration.

The legislation has established a standing Public Service Arbitration Tribunal, which is composed of a chairman and two panels of at least three members, each representing the interests of the employer and employees. Appointments to these panels are made in consultation with interested parties. For each dispute referred to arbitration, the Tribunal consists of the permanent chairman and two other members representing the interests of respective parties selected from each of the panels.

The scope of arbitration under the federal arbitration model is limited to "rates of pay, hours of work, leave entitlement, standards of discipline and other terms and conditions of employment directly related thereto." As with a collective agreement, no arbitral award can contain any term or condition requiring enactment or amendment of any legislation by Parliament, except for the purpose of appropriating monies required for its implementation, or any term or condition that has been or may be established under four statutes (the Government Employees' Compensation Act, the Government Vessels Discipline Act, the Public Service Employment Act, and the Public Service Superannuation Act). The tribunal cannot deal with "the standards, procedures or processes governing the appointment, appraisal, promotion, demotion, transfer, layoff or release of employees," or with any term or condition of employment that was not a subject of negotiation between the parties before arbitration was requested. The Tribunal can deal only with those matters in respect of which arbitration is requested.

The law sets out criteria that the tribunal is required to consider in the "conduct of proceedings before it, and in rendering an arbitral award in respect of a matter in dispute." Through these legislative guidelines the act requires the tribunal to take into account market realities, comparability with the private sector, internal relativities

between grades and occupations, and the need to establish fair and reasonable terms and conditions " in relation to the qualifications required, the work performed, the responsibility assumed, and the nature of services rendered." In addition, the law permits the Tribunal to consider "any other factor that to it appears to be relevant." This last-mentioned provision gives some flexibility to the Tribunal and, according to H.G. Woods of McGill, opens the door for the Tribunal to innovate.

Arbitral awards are binding on the employer, the bargaining agent and the employees. Awards are signed by the chairman of the Tribunal alone, and no report or observations thereon by any other member of the Tribunal are permitted. This precludes the issuing of dissenting minority reports. Moreover, the Tribunal has followed the practice of simply stating its decisions without giving its reasons and rationale.

Other features of the federal arbitration model include: (1) a provision that either party may refer a dispute to arbitration in respect of a unit which has chosen arbitration as the process for the resolution of the dispute; (2) opportunity for the other party in the dispute to refer to arbitration any additional matter that "was a subject of negotiations between the parties during the period before arbitration was requested but on which parties were unable to reach agreement"; (3) a provision that makes it possible for the parties to reach an agreement any time before an arbitral award is rendered in that dispute; (4) absence of any time limits within which the Tribunal must render its decision; (5) a provision for retroactive application of an award; (6) term of an arbitral award to be not less than one year or more than two years from the day on which it becomes binding on the parties; and (7) referral, of an award back to the Tribunal (a) by either party to which it appears that the Tribunal has failed to deal with any matter in dispute, in which case the Tribunal is required to deal with such matter, and, (b) upon joint application of both parties where circumstances may have arisen since the making of an award to justify verification of the same, in which case the Tribunal may amend, alter or vary the award.

As of mid-1974, the federal legislation had been in force a little over seven years, and some 35 interest disputes have been settled as a result of arbitral awards. This compares with more than 300 collective agreements that have been entered into during this period.

## The Yukon Ordinance

A framework for arbitration established under the Yukon Public Service Staff Relations Ordinance of 1970 very closely followed the federal model but deviated in three respects. First, unlike the federal legislation, the Yukon



Ordinance has not created a standing arbitration tribunal. For every dispute referred to arbitration under the Ordinance, the Chairman of the Yukon Public Service Staff Relations Board (Professor Jacob Finkelman, who is the Chairman of the federal Public Service Staff Relations Board, is also the Chairman of the Yukon Board) is required to appoint an arbitrator. Second, there is no provision in the Ordinance for the appointment and participation of members representing the interests of the parties in the arbitral process.

Third, and more important, the bargaining agent representing employees of the territorial public service (the Public Service Alliance of Canada, which is the major union representing federal public service employees, is also the bargaining agent in the Yukon public service) is not required to specify its choice of dispute settlement process — arbitration or conciliation board — until after either party informs the Chairman of the Board that negotiations have broken down, and the Chairman declares that a dispute exists. This is a significant variation from the federal arbitration model in spite of the fact that the scope of arbitrable matters, the criteria that the arbitrator is required to take into account, and other provisions pertaining to arbitration in the Yukon public service are generally similar to those in the federal public service. In two rounds of collective bargaining since the Ordinance came into force, no dispute has been referred to arbitration in the Yukon public service.

## New Brunswick Model

In New Brunswick, the Public Service Labour Relations Act of 1969 introduced a framework for collective bargaining which closely resembles the federal system. However, arbitration provisions under the New Brunswick law differ from the federal model in two important respects. First, the decision as to whether a dispute should be referred to arbitration does not have to be made in New Brunswick until after negotiations break down, and second, the dispute cannot be referred to arbitration unless both parties agree.

The procedure under the New Brunswick act operates in this way. Parties are given 45 days to bargain collectively. If they fail to reach an agreement within this period (or a mutually agreed extension of this period), by mutual agreement in writing, they may submit their differences to arbitration. If they do not submit their differences to arbitration, the Chairman of the Public Service Labour Relations Board is required to appoint a conciliation board within 15 days of the expiry of the prescribed time period, if it appears to him that the parties are not able to reach agreement. If no agreement is reached within 7 days after the conciliation board reports to the Chairman, either party may inform him that negotiations have broken down, and request him to declare that a deadlock exists. Within 3

days of such a request the Chairman is required to declare the existence of a deadlock, and ask each party whether it is willing to submit the dispute to the Arbitration Tribunal. If both parties inform the Chairman that they are willing to submit the dispute to arbitration, the Chairman is required to refer the dispute to the Tribunal. If either party informs the Chairman that it is not willing to submit the dispute to arbitration, the dispute cannot be referred to the Tribunal, and the bargaining agent is required to conduct a vote among the employees in the bargaining unit to determine whether they desire to take strike action.

According to Dr. Saul Frankel, who, as the one-man Royal Commission on Employer-Employee Relations in the Public Service of New Brunswick, was the author of the New Brunswick legislation, the requirement that the choice of the dispute settlement method be made at the end of negotiations "would make for more realistic and responsible option for both sides," and "maintain the atmosphere of uncertainty that is considered conducive to effective negotiations." Also, the provision requiring agreement of both parties before a dispute can be referred to arbitration was incorporated into the law because, according to Dr. Frankel, "asking one of the sides to make this choice is only meaningful if the other side has made a firm commitment to submit the issues to arbitration." The employer in New Brunswick did not make such a commitment. The situation was slightly different at the federal level, where the option to choose between arbitration and conciliation board is given only to the bargaining agent. There, in appointing the Preparatory Committee on Collective Bargaining in the Public Service of Canada, the Federal Government asked the Committee specifically to, among other things, make preparation for arbitration. In a sense, this was an indication that the Government preferred arbitration as the method to settle interest disputes in the public service.

Be that as it may, the provision in the New Brunswick act that both parties must agree before a dispute can be referred to arbitration seems unfair to those employees who are unable and/or unwilling to call an effective strike. According to Professor Finkelman, "it gives the employer inordinate power over those whose bargaining power is weak and those whose devotion to public service makes them reluctant even to contemplate a strike." As yet, no dispute has been settled in the New Brunswick public service as result of an arbitral decision.

## Ad Hoc Arbitration in British Columbia

Arbitration procedure incorporated in the Public Service Labour Relations Act in British Columbia, which came into force earlier this year, is based on three major premises. The first premise, as stated by the Commission of Inquiry into Employer-Employee Relations in the Public Service of

British Columbia (the Higgins Commission, whose report and recommendations formed the bases for the Act), is that "too great an elaboration of sophisticated standing procedures to govern the final settlement of disputes may impede, rather than improve, the bargaining process." The British Columbia law accordingly provides for arbitration only on an ad hoc basis and contains nothing more than bare essentials for arbitration procedure. This is in marked contrast to the legislation in federal and New Brunswick public services, where standing arbitration tribunals are created and elaborate provisions are made for the resolution of interest disputes (as is the case also under the Yukon Ordinance, which does not provide for a standing tribunal). The second premise of the British Columbia legislative framework is that "the most appropriate time to require the parties to indicate" their choice of the dispute settlement method is at the point of impasse in negotiations, because, according to the Higgins Commission, "it maintains the element of uncertainty as to the consequences of any deadlock throughout the negotiations." Therefore, the decision as to whether a dispute should be referred to arbitration does not have to be made in the public service of British Columbia until the parties reach an impasse. The third premise of the legislation is that of mutually voluntary arbitration. A dispute cannot be referred to arbitration in the British Columbia public service unless both parties agree to do so. The New Brunswick legislation has also incorporated two of the three principles of the British Columbia Act — namely, that the decision to resort to arbitration must be made after an impasse has been reached, and that the decision must be made mutually. However, there is a major difference in the collective bargaining framework in these two jurisdictions. While there are some 50 bargaining units in the New Brunswick public service, there are only three units to represent provincial government employees in British Columbia. These are: a nurses' bargaining unit, a licensed professionals' bargaining unit, and a public service bargaining unit, which includes all employees other than those in the other two units. The existence of very few but large bargaining units means that the requirement under the British Columbia law that resort to arbitration must be by mutual consent of the parties does not seem unfair to those employees who are not willing or not able to carry on an effective strike action. According to the Higgins Commission, "weaker groups in the Public Service will tend to be protected within a larger bargaining unit." Only experience will provide clues to the strengths and shortcomings of the Public Service Labour Relations Act in British Columbia.

## Major Distinguishing Features

Any consideration of voluntary arbitration as a method to

resolve interest disputes raises a number of questions: (1) should the law provide for arbitration only on an ad hoc basis, or should it provide for standing arbitration; (2) should arbitrators be bound by certain pre-determined criteria, or not; (3) should the choice of arbitration be mutually voluntary, or should the option be available to only one of the parties; (4) should the decision to refer a dispute to arbitration be made at the point of impasse, or should this decision be made in advance; (5) should the scope of arbitrable matters be restricted, or should everything within the scope of collective bargaining be subject to third-party decision-making; and, perhaps the most fundamental question, (6) whether voluntary arbitration undermines the bargaining process. An examination of the framework for voluntary arbitration in five jurisdictions does not provide clear answers to these and other questions, but these systems provide some insights into approaches to voluntary arbitration adopted in Canadian public services.

One of the most notable features of legislation in the federal jurisdiction and in New Brunswick, British Columbia and the Yukon is the fact that arbitration has been distinctly identified as an alternative method to resolve interest disputes. Legislation in all four jurisdictions has been enacted since the mid-1960s and, as in Saskatchewan, strikes by government employees in these jurisdictions are not prohibited. The Saskatchewan law does not, however, identify arbitration as a distinct alternative to strikes. It only contains a provision whereby arbitration of interest disputes is permitted.

Even among jurisdictions where arbitration is identified as an alternative, not all jurisdictions have established standing arbitration tribunals. Standing tribunals are created under the federal and New Brunswick acts, and even though arbitration provisions in the Yukon Ordinance are basically similar to those in the federal and New Brunswick legislation, there is no provision for a standing tribunal in the Yukon public service. The law in British Columbia, on the other hand, provides for ad hoc arbitration.

The option to choose between two alternative methods to resolve interest disputes is given only to bargaining agents in the federal act and in the Yukon Ordinance, while in New Brunswick, British Columbia and Saskatchewan, the decision to refer a dispute to arbitration must be by mutual agreement of the parties. And, with the exception of the federal system, legislation in all these jurisdictions provides that the decision on whether a dispute should be referred to arbitration does not have to be made until negotiations break down and the parties reach an impasse. Under the federal law, bargaining agents representing federal government employees are required to indicate their choice of the dispute settlement process before negotiations commence.



As under the federal act, the scope of arbitrable matters is limited to defined terms and conditions of employment in New Brunswick and in the Yukon. Both the latter statutes were patterned after the federal law, and therefore, arbitration procedure in these three jurisdictions, with exceptions noted earlier, are basically similar. In British Columbia, there are no restrictions on the jurisdiction of arbitrators, and arbitrators in that province can deal with any matter in the dispute between the parties that is within the scope of collective bargaining. The same applies, of course, to permissive arbitration in Saskatchewan.

Another common feature of the federal, New Brunswick and the Yukon arbitration framework is the fact that arbitrators in these three jurisdictions are required to render decisions in accordance with certain criteria provided in their respective legislation. However broad these legislative guidelines may be, they are an indication of what lawmakers considered appropriate criteria for settling interest disputes involving public servants in these jurisdictions. The British Columbia law does not contain criteria for arbitrators, and, since arbitration in Saskatchewan is only on a permissive basis, the law in that province is also silent on this matter.

Although bargaining structures in the federal and New Brunswick jurisdictions are highly fragmentary, with a multitude of bargaining units and many bargaining agents in each, there are very few bargaining units in British Columbia and in Saskatchewan. There is only one unit in the Yukon territorial public service.

The question of whether voluntary arbitration undermines the bargaining process is the most difficult to answer because recognition of voluntary arbitration as a distinct alternative to resolve interest disputes is a relatively recent phenomenon in public service jurisdictions in Canada. Sufficient experience has not been gained for a meaningful review of the results of arbitration procedures in these jurisdictions. However, if peaceful labour relations are taken as an indicator of the effectiveness of labour relations legislation, permissive provisions of the Saskatchewan law stand out as a remarkable success.

In closing it is interesting to note that, although newer techniques to resolve interest disputes in the public sector are being tried in the United States as in Canada in the last few years, there are significant differences in the approaches devised in the two countries. American approaches to arbitration have, in many instances, taken innovative forms, such as the final-offer-selection and mediation-arbitration. In Canada on the other hand, different procedures that have been adopted in public services are within the general framework of more conventional arbitration. In those jurisdictions in the United States that have experimented with new forms of arbitration, strikes

are almost invariably prohibited, but, where voluntary arbitration is provided in Canadian public service jurisdictions, it is available as an alternative to strikes. Subject to considerations of public interest, strikes by public servants in these Canadian jurisdictions are not forbidden.



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*Canadian Chamber of Commerce*

# PROPOSED SOLUTIONS FOR INFLATION

by **GEORGE SANDERSON**

Union negotiators should have the power to settle labour agreements without a ratification vote by the rank and file. That's the view of William P. Kelly, Assistant Deputy Minister of Labour. Speaking to delegates at the 45th annual meeting of the Canadian Chamber of Commerce in September, Kelly said inflation is putting a severe strain on our industrial relations system. But another major factor is "the lack of authority union negotiators have at the bargaining table and, flowing from this, the high incidence of rejection of negotiated settlements."

Kelly said it is becoming increasingly difficult for union leaders and negotiating committees to explain to the rank and file the details and trade-offs that go into a settlement that sometimes has been the subject of many months of negotiations. He suggested that a few years ago, workers realized that collective bargaining was the art of compromise. Today, many unionized people feel that compromise is an abandonment of principle. The Assistant Deputy Minister pointed to "situations where if the union committee sets a wage demand of 40 per cent for two years, with the thought of lots of room for manoeuvre — God help them if they come back to the membership with 39 per cent."

Perhaps it is time, he said, for union negotiators to go to

the bargaining table "fully cloaked with authority to settle and stand on the record of their accomplishments at the regular union election. This in no way abrogates the democratic process and indeed is the only way democratic governments can govern."

Commenting on Canada's "double digit inflation," Kelly told the business group that the philosophy of the Canadian worker in the organized sector today is to ask his union leader to make him "whole on last year's inflation," to protect him against next year's inflation, "no matter how high it may be" and to get him "something extra to boot — and the devil take the hindmost." With union negotiating committees approaching the bargaining table with this kind of mandate, "is it any wonder that the industrial relations system is under a strain?"

Kelly said that he would like to see labour and management cope with inflation through cost of living allowance (COLA) clauses rather than have Government tinker with the system through indexing or allow opening of an agreement after a rise of so many points in the Consumer Price Index.

In a formal policy statement adopted at its annual convention, the Chamber said that the Federal Government must develop policies that "strike at the root causes of inflation," which outgoing Chamber president J.E. King

called "our most serious problem." The business group believes that "the solution to current inflation is not aggressive pursuit of tight monetary policies, excessive fiscal restraint or price and incomes controls. These measures run the risk of either precipitating a recession or inhibiting the ability of the economy to adjust smoothly to rapidly changing economic conditions."

The Chamber has asked the Federal Government to convene a meeting of senior government, labour and business representatives to search for ways of beating inflation.

Elsewhere in its policy statement, the Chamber said that Canadian measures adopted to control inflation must be "compatible with the substantial internal economic adjustments required as a result of changes in the economy's leading sectors and the effects of material shortages and regional availability of energy. A solution to the problem of shortages will be achieved only if Canada's economy is permitted to adjust freely to rapidly changing world and domestic economic conditions."

The Chamber called on the Government to reduce its spending as a means of curbing inflation. The business group believes that sizeable spending by all levels of government on major projects boosts prices of available manpower, materials and capital, cancelling attempts to beat inflation by increasing productivity and supply. The Chamber said that the federal Government should not only reduce its own spending but "exercise its influence" to encourage other levels to reduce as well.

The Chamber asked the Government to review the taxation system, especially in the area of indexing, to provide a more satisfactory long-term solution to the inflation problem. Charles A. McCrae, chairman of the Chamber's taxation committee, indicated that not all problems caused by inflation would be solved by changes in the taxation system, but that the Government could do much through revision of the system to encourage the high level of savings that will be needed to finance economic expansion in the decade ahead.

The Chamber believes that the indexing system, which now applies to personal income tax and most transfer payments, should be expanded to include capital gains, contribution limits for pension plans, registered retirement savings plans, and capital cost allowances.

The Chamber also urged the Government to make available on a long-term basis the tax reduction on Canadian manufacturing and processing profits, and to continue the fast write-off for manufacturing and processing equipment.

The business group called for major changes in accounting techniques that would cover the effects of inflation on a company's operating results. The resolution passed by the Chamber called for "current dollar accounting practices and other measures designed to more accurately reflect contemporary dollar values and replacement costs for capital investments and inventories." The resolution also urged the group to encourage "official recognition" of such accounting practices. McCrae, vice-president, finance, of Dominion Textiles of Montreal explained to the meeting that this meant use of such accounting techniques in reporting company results to the Government. "Once such accounting techniques are adopted by the accounting profession, our feeling is that the Government would also have to recognize this for tax purposes."

The Chamber reiterated its stand that illegal strikes must be dealt with under law and that strikes in essential services be prohibited, with disputes handled through compulsory arbitration.

Assistant Deputy Minister of Labour William Kelly conceded that our industrial relations system is being "bombarded with accusations" but rejected the suggestion that it is "breaking down." We have a vested interest, he said, in maintaining and defending free collective bargaining. "Many proponents of 'the better way' come up with the popular solution that compulsory arbitration is the solution to labour - management conflict... Compulsory arbitration does not eliminate strikes, it merely makes them illegal... The solution then is to eliminate as much as possible the sense of grievance, or at least to try to keep conflict within reasonable bounds."

Kelly expressed the view that mediation is still the best "tool" in the resolution of collective bargaining impasses, and one that will be around for some time. "There are times, of course, when mediation will fail. The only power a mediator has is the power of persuasion." Arming a skilled mediator with the powers of an arbitrator, however, will give him the muscle to cope with certain impasse situations blocking resolution of a dispute. The most important factor in this approach, Kelly thinks, is that labour and management, while party to an arbitration proceeding, still have the opportunity to continue negotiating.

Delegates heard Manpower and Immigration Minister Robert Andras discuss some of the problems and achievements of the Government's employment programs. Although Andras acknowledged that Canada Manpower is having problems filling some vacancies, he said that "for the overwhelming majority of Canadians, the work ethic is alive and well." A government study had shown that "we do not have a mass defection from the idea of work" but "we do have problems related to job satisfaction." A decreasing number of Canadians are interested solely in the pay cheque, he



said. They want jobs where they are treated humanely and have a sense of achievement. They want personal as well as financial rewards.

"This desire of Canadians to get more out of a job than a pay cheque is going to put more pressure on Canadian employers and on the broad spectrum of our Manpower policies," said Andras. "It will often mean improving wages, working conditions, stability of employment offered, fringe benefits, or simply the degree of satisfaction and status people get from their jobs. Some of these things will cost money, but often less than it would cost employers to cope with high labour turnover. In many situations, some relatively simple and inexpensive changes can give a new sense of satisfaction to the worker," he said. "One key to the problem, then, is to improve the jobs and the degree of satisfaction people get from them to the point where the problem disappears," Andras added. He offered the example of the Great Lakes Pulp and Paper Company, Thunder Bay, which is succeeding in getting workers and keeping them while forestry employers across Canada are having serious problems filling job vacancies. He attributed the company's success to decent wages, good working conditions and accommodation, as well as a comprehensive recruitment program using Canada Manpower centres and an extensive local and district school visitation program to encourage students to consider careers in the forest industry.

Urging employers to "pull up their socks," Andras suggested that they define and describe their job vacancies to enable the CMCs to do a better screening job; take advantage of employer relations visits from the CMC; co-operate with the Unemployment Insurance Commission when workers leave their employ by reporting promptly and truthfully; and register all vacancies with their CMC.

"It is a regrettable fact", he said, "that the average weekly wage on job orders in seven major Canadian cities has been \$114 over the past five months, which is 30 per cent lower than the average industrial wage in Canada and probably lower still than the average wage in those metro areas."

The Chamber devoted a major part of its four-day convention to discussing the performance of the free enterprise system and the methods necessary to correct public misunderstanding of business.

Business will have to do a better job of explaining to Canadians "how our system works," retiring Chamber president J.E. King told the delegates. "The public has a legitimate interest in correct and factual information about earnings and how they are used.

"Most Canadians do not think profit is a dirty word," he

said. "If they work for a company, they know full well that unless the company makes a profit, their jobs and security are in jeopardy." But "Canadians have been exposed to so much anti-business propaganda that they are puzzled," King observed. He spoke of the need for co-operative efforts to explain business and the economy. It will not be an easy task, but the Chamber, with groups in 700 communities across Canada and a corporate membership of 2,700, should be able to present a strong concerted voice to a large number of Canadians. The business group will also have to communicate more effectively with the Federal Government.

King was not the only businessman complaining about the public's lack of knowledge of the free enterprise system. "The system is not healthy in the one area that could cause its downfall — public opinion," warned N.M. Shaw, president of Redpath Industries. "The myths of the left — high profits, inefficiency, poor wages — are being heard and listened to". He challenged Chamber members to get out and talk about the free enterprise system. "Let's start educating our children and teachers on the benefits of the system. Let's unite the advertising budgets of national organizations and advertise on billboards, sponsor hockey and football games, and let the public know that despite its faults, the free enterprise system is the best in the world."

Other speakers took to the podium to show with facts and figures that profits are not at unreasonable levels. Replying to the "myth" that shareholders are "ripping off the public," Dr. D.E. Armstrong, professor of management at McGill University, stated: "The fact is that, unlike workers whose real wages per hour of work have steadily increased, shareholders have found that their real rate of return per dollar invested has trended downward." In the last 13 years the average annual real rate of return has been only 2.63 per cent, he said.

Replying to the "myth" that real wages are falling, Armstrong noted that the real earnings of the average worker in manufacturing has trended strongly upwards throughout the whole post-war period. A good deal of the apparent slowing down in the last few years can be attributed to the changing composition of the labour force, the reduction in the average age and experience of the workforce, the long-term reduction in the length of the workweek, and the incidence of strikes. "Years in which there is an above average number of man-days lost in labour disputes will naturally be years of somewhat lower average weekly earnings," he explained. "The conclusion has to be that labour is benefiting significantly and consistently from the operation of our economic system."

Ford Motor Co. of Canada's Earle Weichel pointed out that "absolute profit numbers are big ...mind-boggling for the consumer struggling to get by until next payday. But in



fact, the competitive North American market — the competition the myth mongers say is dead — has held down average after-tax profits of manufacturing companies to a level that in recent years has seldom exceeded 5 per cent of sales.

"I suggest the next time self-appointed critics begin mounting an attack on unconscionable corporate profits, they should pause and ask their colleagues at work, their relatives, their barber — who may be shareholders of Ford Canada — if they believe that a 3.6 per cent return on dollar sales is excessive, fair or even adequate."



E.R. Olson, President of Alwinal Potash of Canada, of Lanigan, Sask. was elected President of the Canadian Chamber of Commerce at the business organization's 45th annual meeting in Toronto in September. He succeeded J.E. King of Vancouver.

Olson is concerned that business' image has deteriorated in recent years and his main aim is to rebuild that image. Businessmen haven't taken enough time to communicate the benefits of the free enterprise system to others, he believes. Consequently, there has been a one-way debate against the system and this must be corrected. Businessmen must get out and communicate in the schools and in other formal and informal ways, Olson says. Moreover, business, which has traditionally maintained a low profile, may have to change its tactics and take a more aggressive stand.

Olson does not expect himself or the

Chamber to solve the problem in the 12 months that he will be national president of the organization, but he is confident that a sustained effort by business will eventually overcome the skepticism that now greets announcements from the private sector.

Olson has a broad range of experience to cope with the task ahead. He served as first national vice-president of the Chamber last year and is a past president of the Saskatchewan Chamber of Commerce. Born in Port Hope, British Columbia in 1920, Olson graduated as a mining engineer from the University of British Columbia. He was employed in gold and uranium mining before entering the potash industry in 1964. Like previous Chamber presidents, Olson will be spending much of his time meeting government leaders, working out the Chamber's view of government policy, and attending meetings across Canada and abroad.

## *Nova Scotia Federation of Labour*

# MORE LABOUR UNREST IN SIGHT

The Federal Government faces greater labour unrest unless it heeds labour's advice on fighting inflation, John Simonds, Executive Secretary of the Canadian Labour Congress predicted in an address to the Nova Scotia Federation of Labour.

About 300 delegates attended the Federation's 19th convention held in September in Halifax, and heard Simonds observe that 1975 will be a bad year because of high inflation and high unemployment.

"Our government must take decisive action to get the economy moving — and moving quickly. There is a great deal of concern in Canada over labour unrest, particularly with the increasing number of so-called illegal strikes. There should be concern, not over the strikes, but with the reasons for the strikes.

"We are saying to our people: 'protect yourselves' — and they are trying to do just that. And employers in this country who refuse to recognize the plight of the worker not protected by a cost of living clause in his agreement or a worker tied to a long-term contract, are failing to face up to their responsibility, and they are going to be in trouble — and well they should be."

Simonds conceded that some of the root causes of inflation stem from international and external conditions, but that does not free Canadian officials from the responsibility of doing something at home. In his view, the Federal Government must take decisive action to get the economy moving again: tax cuts to create more purchasing power; pension adjustments based on the increase in the costs of food and housing; more housing and lower mortgage rates.

Consumer prices are steadily increasing every month while real income is not, he noted. In the last 18 months, the average Canadian worker is making \$5.67 a week less than in the last quarter of 1972. Yet labour's demands are called exorbitant, and controls have been suggested.

"I don't hear anyone raising hell over corporate profits in Canada, profits which show an increase of more than 40 per cent above a year ago. But I do hear a great hue and cry for wage and price controls. However, you are not told that such controls have failed miserably everywhere they

have been attempted. When the United States tried controls, the average worker experienced a decline in real earnings of \$6.70 a week, compared with the Canadian earning loss of \$5.67. The inflation rate in Canada during the last year was 10.8 per cent, compared with 11.8 in the United States. And corporate profits increased 40 per cent in Canada, 25 per cent in the United States.

"So much for wage and price controls."

In presenting the Federation's 1974 officers' report, retiring president John Lynk told delegates that stricter labour laws will not solve Nova Scotia labour problems. The provincial Government has tried to legislate solutions to the problems, but this has not worked.

"More stable labour relations were made an issue in the 1970 election, and a law protecting the Michelin tire company plant from strikes, as well as a revised Trade Union Act were subsequently passed," noted Lynk. The Government thought labour problems could be legislated away to show prospective companies that Nova Scotia has a docile union movement.

"The Industrial Relations Division of the provincial Department of Labour does not have enough high-calibre employees to give us good service, and there is no one to prevent many crisis situations from occurring. As well, the 1973 budget of the Division has been cut \$27,000 from 1972. Expenditures for salaries, conciliation boards, industrial inquiry commissions and arbitration were lower.

"This government will find out, just as history has proven, that good labour relations cannot be legislated. They are developed by the parties involved in collective bargaining. Governments can play a role, but not by trying to pass more stringent laws and fines. Governments can and must provide the parties with the tools to reach agreements with the least possible amount of loss production, strikes or lockouts. It can be done. It is not being done by the present methods," asserted Lynk.

Elected Federation President to replace Lynk was Gerald Yetman of North Sydney, Nova Scotia, President of the Cape Breton Labour Council and Vice-President of the Cape Breton Building and Construction Trades Council.

T.S.W.

## *Manitoba Federation of Labour*

# IN DEFENCE OF LABOUR'S IMAGE

Industries and governments are to blame for inflation, yet labour is considered the culprit by most Canadians, according to Shirley G.E. Carr, Executive Vice-President of the Canadian Labour Congress.

In a hard-hitting speech to 300 delegates attending the twentieth convention of the Manitoba Federation of Labour, held September 27 to 29 in the northern Manitoba mining town of Thompson, Carr said labour does not deserve its bad public image.

"The image is the result of widespread public misconceptions about labour relations and the collective bargaining process. Labour is not to blame for the condition of the country today. Most Canadians are labour illiterates, relying only on the media for their information. So it is not surprising that they have accepted the propaganda that labour is the culprit. The best public relations campaign that Madison Avenue could devise would never be able to glamorize a strike, or elevate unions to the company of boy scouts."

The trade union movement is perturbed with those who promote the idea that higher wages mean higher prices and that union-won wage increases are the chief cause of inflation, declared Carr. This argument is contrary to the findings of objective, scientific studies. A Senate report stated that "the main reason why unions are characteristically allocated blame for inflation is that they

go after income gains for their members so very much in public. Other groups are able to do much the same thing more quietly — sometimes unnoticed by the public. But collective bargaining is, and probably always will be, one of the noisiest economic processes known to man, and this makes unions especially vulnerable."

Wage rates in Canada have lagged behind advances in production and profits, she contended. The current strong acceleration of pay rates and the reopening of collective agreements simply constitute a catching-up with the corporate profits. Despite statistical evidence that wage hikes historically follow rising prices, the public clamour over allegedly inflationary wage settlements continues to mount, usually coupled with demands for wage controls.

"Wages, of course, are already subject to considerable restraint through the machinery of collective bargaining, compulsory conciliation and arbitration, and legal restrictions on the right to strike," Carr continued. "To say further wage control is the answer is a statement not acceptable to you and I as workers. Unlike other forms of income — rents, stock dividends, profits, professional fees, interest rates, mortgage rates — wage rates must be set bilaterally through negotiations with employers.

"Inflation, then, is caused by exorbitant profits, land speculators, increased interest rates, mortgage rates that have risen steadily, huge management salaries, the world



economic situation, and the poorly-planned, poorly-timed economic policies adopted by governments both in Canada and the United States."

Referring to the food industry as an example, Carr cited statistics indicating that soaring food prices are making healthy profits for supermarket chains. "The food industry is having a profit orgy at the expense of the consumer, and our various provincial and federal governments appear, by their inactivity, to condone this. The contention that labour is responsible for this doesn't hold up against the facts.

"The situation is appalling. Industries and governments are to blame. Profiteering is pushing prices up, not to mention tax deferments, executive bonuses, company write-offs, advertising, promotional gimmicks, packaging, and excessive mark-ups. The real culprits, the barons of the food industry, have become the corporate untouchables as far as the governments are concerned, and are allowed to operate with impunity. Food shortages are artificially created by destroying crops to keep the prices up."

Refuting charges that unions are preoccupied with their own interests and neglect the unorganized and poor segments of society, Carr said unions are not indifferent to the poor, the retired, the non-union workers. The only way unions could effectively help the working poor would be to organize them, "but that is not a simple matter of unions flinging open their doors and admitting the millions of workers still unorganized.

"There are towering obstacles to be overcome in organizing the non-union workers. Most of these workers are scattered in small groups. In many cases they are unskilled or semi-skilled, and are easily replaceable. They tend to be fearful of losing their jobs, making them extremely vulnerable to anti-union intimidation by their employers.

"But even if unions succeeded in organizing every worker in the country, they could not eliminate poverty on their own. This will not be possible until the provincial and federal governments have raised their minimum wages to provide incomes above the poverty line, provide the necessary up-grading of education and skills, provide more streamlined manpower retraining and mobility, and eliminate the unemployment of 500,000 Canadians."

T.S.W.

# 50 YEARS AGO

The death of Samuel Gompers, who, with the exception of one term, was president of the American Federation of Labor since its inception in 1881; formation of an organization to be known as "The Old Age Pension Association of Canada;" observance of the Lord's Day Act in the province of Quebec; and the conviction of four men on a charge of intimidation during a garment workers' strike in Montreal, were among the topics discussed in the December 1924 issue of The Labour Gazette.

## Samuel Gompers

Samuel Gompers, president of the American Federation of Labor since its inception in 1881, with the exception of one term, died on December 13, 1924, in San Antonio, Texas. At the convention of the American Federation of Labor held in El Paso, Texas, in November, Mr. Gompers was elected president for his 43rd term. He then went to Mexico to attend a meeting of the AFL and also to be present at sessions of the Pan-American Federation of Labor, of which he was president; while in Mexico he was taken ill and died in San Antonio on his way home. As president of the AFL, Mr. Gompers was well-known in all parts of the world.

## Old Age Pensions

An organization to be known as "The Old Age Pension Association of Canada," with headquarters in Toronto, was being formed for the purpose of encouraging public support for a system of old age pensions, as recommended by the special committee of the House of Commons at the last session of Parliament. The officers of the Association were all

identified with the trade union movement, and it was hoped that other organizations would support the Association, which was non-sectarian and non-political. The Association would enroll active members among Canadians 50 years of age or over, the membership fee being one dollar. The fund thus collected was to be used in connection with public

meetings and other work for the furtherance of the work throughout Canada. Labour organizations in the western provinces were endeavouring to secure provincial co-operation with the Federal Government in any measures that may be taken to give effect to the report of the old age pension committee.

## Intimidation

Four men were convicted on November 26, 1924, by a jury at Montreal, in the Court of King's Bench, on a charge of having intimidated workers who were employed during a strike of garment workers last January. The presiding judge imposed a fine of \$25 in each case, or a term of three months in jail. He stated that the men had gone too far in their demonstration. "The law," he said, "provided adequate machinery for the arbitration of industrial disputes, and it must be remembered that while the workers possessed certain rights the employers also must be protected. The judgment must be designed," he declared, "rather as a warning to the accused and other union men that such displays of violence could not be tolerated."

## The Button Industry

There were 20 establishments engaged in the button industry in

1921 as compared with 21 in 1922, according to a report issued by the Dominion Bureau of Statistics in November, 1924. In 1922, Ontario had 13 factories, Quebec 4, British Columbia 3, and Alberta 1, the additional factory in operation during the year being in the province of Quebec. The total capital invested in the industry in 1921 was \$1,212,229 as compared with \$1,353,340 in 1922; the value of the products was \$1,239,814 in 1921 and \$1,203,240 in 1922. The number of persons employed by the industry rose from 541 in 1921 to 573 in 1922. There was also an increase in the payroll from \$427,384 in 1921 to \$503,445 in 1922.

## Sunday Work

During November 1924, Premier Taschereau requested the co-operation of Price Brothers and Company, a pulp and paper firm, in the observance of the Lord's Day Act of the province of Quebec. He asked the company to abolish Sunday work whenever possible, stating that he frequently received letters from various organizations protesting against the non-observance of Sunday rest. The company replied that it would co-operate to the fullest extent, and that orders had already been issued to the heads of the mills at Kenogami to cease work on Saturday night at midnight and close the mills until midnight on Sunday from the first of January, 1925. Later in the month the Quebec Sunday League, at its first conference at Trois Rivières, congratulated the Premier on the happy results of his intervention, and suggested that similar action should be taken in connection with Sunday work in other pulp industries.



## Judicial Responsibility

"When...a group of workers decide to take the law into their own hands and violate their collective agreement, the stage is then ready for the unfolding of a familiar scene: The employer asks this court, which cannot refuse in the normal course, for the emission of an injunction outlawing the strike and ordinating a back-to-work rule. To date, this is the only solution the legislature has come up with to prompt the beginnings of an agreement in this type of conflict. Thus, the unruly spirit has blunted the sharp edge of a weapon which used to be respected. We have learned, in fact, that the defiance of a return-to-work injunction could lead to fines and imprisonment for contempt of court. Then men stood up and declared themselves ready to submit to these penalties instead of obeying the law of the country and the courts. And whole groups learned that they could, by simply passive resistance, jam the judicial mechanisms and render impossible the political government. We in Quebec have entered a climate of civil disobedience. The movement is widespread...Stuck in this mesh, the Montreal Urban Community Transit Commission (MUCTC) took recourse to the only remedy now legally possible. This is to bring employees before the court to be condemned for contempt of court. Do we really hope to solve the conflict in this manner?...We can and should regret the passing of the time when respect for the law was deeply ingrained in our morals and the authority of the courts received popular assent. But regrets are sterile. It is to the future that we should look to invent new ways to solve conflicts which our forefathers would never have dreamed

possible...It is firstly the political powers which should try to find the solutions...They do not have the right to discharge their political obligations to judicial courts and to try to resolve these problems with the one extreme weapon — contempt of court...Until the political authorities find new solutions to these social conflicts, I am of the opinion that the Superior Court should not lend its authority to squash a group of citizens through fines and jail terms...The requests of the MUCTC are socially, politically and judicially inopportune in their conception and their consequences are dangerous...The requests of the MUCTC for contempt of court are therefore rejected, without costs." A partial text of the judgment by Quebec Superior Court Justice Jules Deschenes rejecting contempt of court motions against striking Montreal transit workers. *The Montreal Star*, September 17, 1974.

## Another View

"The elected Parliament and provincial Legislatures in Canada make laws. Courts administer laws as they are written. If a change is made in the law it is made by the elected representatives. Quebec Superior Court Chief Justice Jules Deschenes has decided to depart from this basis for the rule of law and refuse to administer a law passed by the elected representatives. In so doing, he has usurped the authority of the elected...He called upon the political authorities to produce new means of dealing with the problem of collective disputes. That was within his right...A judge, like any other citizen, has the right to disagree with the law and to express his disapproval and to work for change; but so long as he remains

on the bench, he must administer the law as it exists, or he assumes to the bench an authority that belongs to those elected by the people...Deschenes rejected the law and remained on the bench [without resigning] and thus...jeopardized the whole rule of law in Canada...If the law is clearly written, a judge has no proper alternative but to follow it...If he does not, he sets himself up as an overlord of government who says: your law is not good so I will not apply it. This is an extremely dangerous precedent...In Canada, laws are passed by governments elected by the people...Judges are the servants of these laws. If the people dislike the laws, they can change the governments which passed them. They cannot vote a judge from office." Editorial, *The Globe and Mail*, September 19, 1974.

## Labour's Image

"Labour's public image is at an all-time low, a fact confirmed by numerous public opinion polls, and a fact which many trade union leaders, like ostriches with their heads in the sand, choose to ignore. But it remains irrevocably true that a preoccupation with economic matters has alienated the labour movement from the rest of society. Organized labour has lost almost all contact with the man on the street and with such important segments of society as the young, the intellectual community, and the mass media. This detachment is regrettable, because the labour movement, with its economic wealth and political strength, should be the leading reform group in Canada. Labour should be in the vanguard of social change, closely associated with and financially supporting activist groups trying to get



something done about poverty, pollution, education, health care, women's rights, discrimination against minorities, and particularly the problem of native peoples, and the alienation of the young. The list is a long one. The challenge for the labour movement in Canada in the 1970s, as in the 1930s and 1940s, is to get back in harmony with the changing times. It should, through deeds rather than words, break out of its role of merely a large special interest group demanding only bigger and better benefits for the rather narrow membership of unions. This challenge is formidable because change comes slowly within the union movement." John L. Fryer, General Secretary of the B.C. Government Employees Union, and Canadian Labour Congress Vice-President At Large, in the September *Civil Service Review*, quarterly publication of the Public Service Alliance of Canada.

## Crisis Bargaining

"Stanley Hartt, the conciliation commissioner assigned to the contract dispute between Air Canada and the Canadian Air Line Pilots' Association, has reported in effect that the attitudes displayed by the two sides made his efforts an exercise in futility. He criticized what he called 'crisis bargaining' under which both sides consciously decide not to make compromises or concessions until the 11th hour before a strike, or until some time after a strike has been called, even though they are fully aware that they will have to be made eventually. 'If the commissioner stage is regarded as a penny gum-ball machine into which you place a coin, turn the handle and see what comes out, after which the parties begin in earnest their discussions once the strike date has been set, the commissioner stage is a useless procedure', Mr. Hartt said. We can only agree with Mr. Hartt and applaud him for calling a farce a farce...We expect Canadians will agree with Mr. Hartt's view that there is no need for

this dispute to lead to a strike unless both sides indulge in intransigence and brinkmanship...But if both sides insist on getting into the strike that, in Mr. Hartt's expert view, would be 'useless, wasteful and unnecessary'...there will be precious little public sympathy for either side, or for the Government responsible for a system that makes such paralysis possible." Editorial, *The Globe and Mail*, October 11, 1974.

"The commissioner trying to conciliate in what is probably the country's highest-bracket labour negotiations is clearly fed up...What disturbs Commissioner Stanley Hartt is the whole trend of labour-management negotiations, starkly outlined in this case where there has been, he reported to the Labour ministry, 'a conscious strategic decision not to deal realistically with the kind of package that could bring about a settlement until the backs of the parties are against the wall of economic sanction.' During the last few years, crisis bargaining has become the rule, not the exception. Standard procedures under the Labor Code have become meaningless. Of course, settlements are reached ultimately, on occasion by legislated decree, but too often after strikes from which no one has really benefited. A strike by the pilots, in the conciliator's view, would be 'a useless, wasteful and unnecessary event' caused by the 'dynamics of bargaining' and personalities, rather than by the validity of issues...If men as skilled as those in the flying business cannot agree without indulging in the game of chicken, there is even less hope for others. New rules are needed, and quickly." Editorial, *The Montreal Star*, October 10, 1974.

## Old Age Pensions

"If the decision was left to the average Canadian, an old-age pensioner with no additional income would get \$300 per month from the

government. [Few] favor the \$199.10 or less they currently receive. When Canadian adults were asked to decide how much pensioners should get, the answers ranged from 'nothing' to \$1,000 a month. But, in this inflationary age, 57 per cent felt they should receive \$300 or more. Nationally, 22 per cent did not name a specific amount, with most claiming that it should be dependent upon the cost of living. Among those who were specific, 34 per cent felt the pension should be \$250 or less; 35 per cent felt somewhere between \$251 and \$399 would be fair; and 31 per cent wanted them to receive \$400 or more. Somewhat surprisingly, a greater proportion of young adults would be more generous than those over 50. Of those citing a specific figure, 40 per cent of the under-thirties would like to see pensioners get at least twice as much as the current pension. Only about half as many of those over 50 (22 per cent) believed they should get \$400 or more." The Canadian Institute of Public Opinion, cited in *The Citizen*, Ottawa, October 9, 1974.

## Choosing One's Friends

"The House of Lords, acting as Britain's highest court, ruled Wednesday that the country's 4,000 private working men's clubs may bar people because of their race. The decision by the five law lords was unanimous. Their reasoning: 'If everyone were rational and humane — or, for that matter, Christian — no legal sanction would be needed to prevent one man being treated by his fellow men less favorably than another simply upon the grounds of his color or ethnic or national origins. But in the field of domestic or social intercourse, differentiation in treatment of individuals is unavoidable. No one has room to invite everyone for dinner. The law cannot dictate one's choice of friends.'" *The Ottawa Journal*, October 17, 1974.



# PRICES & EMPLOYMENT

## Consumer, September

The consumer price index (1961 = 100) rose 0.6 per cent, to 170.6 in September from 169.6 in August, and was 10.9 per cent higher than in September 1973. All main components registered increases and about two fifths of the overall increase was because of a 0.7 per cent advance in housing. The food index increased by 0.4 per cent, despite seasonally lower fresh produce prices and a decline in the price of beef. The clothing component increased 1.1 per cent, the recreation, education and reading element 0.6 per cent, and that for transportation 0.2 per cent. Tobacco and alcohol prices rose 0.3 per cent and those for health and personal care, 0.4 per cent.

### Food

The food index advanced 0.4 per cent, to 193.6 in September from 192.8 in August. Between September 1973 and September 1974, the total food index advanced 13.8 per cent, with the price of food consumed at home rising 13.0 per cent and that for food away from home, 18.1 per cent. About one half of the increase was primarily because of a 1.2 per cent rise in the price of food eaten away

from home. The price level of food for home consumption increased 0.3 per cent despite declines for fresh produce and a decrease in the beef index. Fresh vegetable prices declined 21.2 per cent and fresh fruit prices by 4.7 per cent from the preceding month. Prices of processed vegetables and fruit continued to rise in the latest month to levels about 20 per cent above those of a year ago. In the latest month, a decrease of 3.2 per cent in beef largely offset increases of 6.1 per cent in the pork index and 3.7 per cent in the poultry index. Compared with most of the other major elements of the food-at-home index over the 12 month period since September 1973, the combined meat, poultry and fish component showed no retail price increase. Between August and September 1974, there was an increase of 9.4 per cent in butter prices—the dairy products index rose 2.0 per cent. Generally higher prices for margarine and salad dressing were responsible for an increase of 6.2 per cent in the fats and oils index, bringing it to a level more than 57 per cent higher than a year ago. Egg prices, on average, were unchanged for the fourth consecutive month. Among other food items, sugar prices rose 17.6 per cent to more than three times above their level of a year earlier.

## Housing

The housing index advanced 0.7 per cent, to 169.2 in September from 168.0 in August, mainly because of an increase of 1.3 per cent in the household operation component. The shelter element rose 0.3 per cent as a result of higher indexes for mortgage interest and rent. Among household operation items, increases were recorded for appliances, furniture, floor coverings, linens and draperies. Higher prices for stationery, garbage bags and cleaning supplies contributed to a rise in the household supplies index, while increased telephone rates in Quebec and Ontario and generally higher appliance repair charges were responsible for the increase in the household services index. In the latest 12 months, the housing index rose 9.6 per cent.

## Clothing

The clothing index rose 1.1 per cent, to 155.0 in September from 153.3 in August, and was 11.1 per cent higher than a year ago. About one third of this increase was because of an advance of 3.1 per cent in clothing service charges, as higher prices were recorded for laundry, dry-cleaning and shoe repairs in several centres. The men's wear index rose 1.3 per cent and that for women's wear 0.7 per cent, as most items surveyed registered increases. The piece goods and the children's clothing indexes each rose 1.0 per cent, and footwear prices advanced, on average, 0.5 per cent. The transportation index rose 0.2 per cent, to 153.7 in September from 153.3 in August, mainly because of higher prices for tires and new cars. The index was 10.1 per cent above its level of a year ago. Motor oil prices increased in several centres, but gasoline prices, on average, decreased slightly for the third consecutive month.

## Health

The health and personal care index



advanced 0.4 per cent, to 173.0 in September from 172.4 in August, because of higher prices for pharmaceuticals and personal care supplies. Among pharmaceuticals, price increases were recorded for prescribed and non-prescribed medicines. Most toiletry items also registered increases, with the price of toilet soap advancing nearly 40 per cent and the price of cleansing tissues nearly 25 per cent above their level of a year earlier. In the latest 12 months, the health and personal care index rose 9.6 per cent.

#### *Recreation*

The recreation, education and reading index rose 0.6 per cent, to 162.9 in September from 162.0 in August, mainly because of increased prices for magazines. It was 10.7 per cent above its level of September 1973. Among recreation items, higher charges were recorded for television repairs, phonograph records, boats and motors; the price of television and stereo sets declined slightly.

#### *Tobacco and alcohol*

The tobacco and alcohol index rose 0.3 per cent, to 145.5 in September from 145.0 in August, and was 6.5 per cent higher than a year ago. Most of the increase was due to higher liquor prices in Quebec, Manitoba and some of the Atlantic provinces.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. Between August and September, the total goods index advanced 0.7 per cent, with the largest increase being recorded for semi-durable goods that rose 1.1 per cent, primarily because of higher clothing and footwear prices. The index for non-durable goods rose 0.5 per cent, mainly in response to higher quotations for food, domestic and health and personal care supplies; the component for durable goods advanced 0.8 per cent, chiefly

because of higher appliance and furniture prices. A rise of 0.4 per cent was recorded for the services index following increases in most service components. In the 12 months to September 1974, the total goods index advanced 12.2 per cent and that for services 8.5 per cent.

### **Wholesale, August**

The general wholesale price index rose 1.4 per cent in August, to 469.3 from the revised July index of 462.7. All of the eight groups showed increases. The vegetable products group advanced 4.1 per cent, to 482.9 from 463.8 in July, mainly because of higher prices for sugar and its products. The sugar index increased 20.3 per cent in August to stand 186.8 per cent higher than a year ago. Prices were higher also for livestock and poultry feeds. The index for non-metallic minerals rose 1.9 per cent, to 348.7 from 342.2 in July, reflecting higher prices for sulphur, salt, coke, asbestos and clay and allied products. Increases for gold, zinc and zinc products and aluminum were the main factors in a 1.3 per cent increase in non-ferrous metals, to 428.6 from 423.2 in July. Higher prices for lard, tallow and cured meat were responsible for a 1.0 per cent rise in the animal products index, to 502.2 from 497.3. Other major group changes were: chemical products — 0.5 per cent, to 333.2 from 331.6; textile products — 0.2 per cent, to 429.8 from 428.8; iron products — 0.2 per cent, to 454.6 from 453.6; wood products — 0.1 per cent, to 581.2 from 580.6.

### **U.S. consumer, August**

The consumer price index (1967 = 100) rose 1.3 per cent to 150.2 in August-- the largest monthly increase since 1947 except for the periods when price freezes were lifted. The increase was the largest for a single month since August 1973, when the index rose 1.9 per cent, mainly because the price freeze on most

products was removed. The index was 11.2 per cent higher than in August 1973. The decline in the price of gasoline and motor oil in August 1974 was 0.5 per cent, but these prices were still 38.4 per cent higher than a year ago. The only other groups of products recording a price decline in August were dairy products, which declined 0.5 per cent, and fresh fruits and vegetables, which declined 3.7 per cent. The figures are all adjusted to eliminate the effects of normal seasonal changes in prices. The fact that the prices of fresh fruit and vegetables declined, on the seasonally adjusted basis, indicates that they fell even more than is normal for the month of August. All other items on the index increased. Meat, poultry and fish prices rose 4.7 per cent. Wearing apparel advanced 2.6 per cent--women's and girls' wear increased 3.5 per cent, footwear 2.1 per cent, and men's and boys' wear 1.7 per cent. The price of used cars rose 3.2 per cent. The cost of furnishing and operating a household advanced 2.0 per cent and the cost of medical care rose 1.6 per cent.

The food index rose 1.4 per cent in August to 162.8; housing 1.3 to 152.8; transportation 0.6 to 143.4; and health and recreation 1.1 to 142.6.





# CONCILIATION

**During September the Minister of Labour appointed conciliation officers to deal with the following disputes:**

Employees' Association (CLC-SFL) (representing a unit of country elevator managers and country elevator managers' assistants employed by Manitoba Pool Elevators) (Conciliation Officer: A.E. Koopel).

Provost Cartage Inc., Anjou, Qué., and Provost Cartage Employees' Association (Conciliation Officer: M. Archambault).

Dallas & Mavis Forwarding Limited, Kelowna, B.C., and Teamsters Local 213 (Conciliation Officers: A.A. Franklin and J.M. Collins).

**Settlements by conciliation officers.** Alltrans Express Limited, Burnaby, B.C., and International Association of Machinists and Aerospace Workers, Lodge 1857 (Conciliation Officers: D.H. Cameron and J.M. Collins) (see above).

Direct Winters Transport (Western) Limited, Winnipeg, Man. (formerly Learnington Transport (Western) Limited) and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A.E. Koppel) (see above).

Brunterm Limited, Saint John, N.B., and International Longshoremen's Association, Local 1764 (Conciliation Officer: C.A. Ogden) (LG, Nov., p. 816).

Radio Nord Inc. (CKRN-TV, CKRN, CKVD, CHAD) and Radio La Sarra Inc. (CKLS), Rouyn, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Officer: J.J. de Gaspé Loranger) LG, Oct., p. 743).

Rebel Transport Limited, Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Officer: G.W. Rogers) (LG, Oct., p. 743).

Okanagan Radio Limited, Penticton, B.C., and Association of Commercial and Technical Employees, Local 1707 (CLC) (Conciliation Officers: G.W. Rogers and A.A. Franklin) LG, Oct., p. 743).

Canadian Overseas Telecommunication Corporation, Montréal, Qué., and Telecommunications Workers Union, Local 1653 (CLC) (representing a unit of office and clerical employees) (Conciliation Officer: G.R. Doucet) (LG, Oct., p. 743). (reassigned to S.T. Payne).

Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (Conciliation Officer: M.K. Carson) LG, Sept., p. 667).

Radio Drummond Ltée, Drummondville, Qué., and Le Syndicat général des communications (CSN) (Conciliation Officer: M. Archambault) LG, Sept., p. 667).

Radio Joliette Ltée (CJLM), Joliette, Qué., and Le Syndicat général des communications (CSN), Section CJLM (Conciliation Officer: M. Archambault) (LG, Aug., p. 583).

Radio Richelieu Ltée (CJSO), Sorel, Qué., and Le Syndicat général des communications (CSN), Section CJSO (Conciliation Officer: M. Archambault LG, Aug., p. 583).

SMT (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of maintenance employees) (Conciliation Officer: R.L. Kervin) LG, July, p. 531).

SMT (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of drivers) Conciliation Officer: R.L. Kervin) LG, July, p. 531).

**Disputes in which there was no further conciliation action under Canada Labour Code (Part V — Industrial Relations).** Motor Transport Industrial Relations Bureau of Ontario, Inc. (representing certain member companies within federal jurisdiction) and Teamsters Locals 91, 141, 879, 880 and 938 (Conciliation Officer: T.B. McRae) LG, Nov., p. 816).

Canadian Broadcasting Corporation, Montréal, Qué. and Le Syndicat général du cinéma et de la télévision (CNTU) (section Radio-Canada) (Conciliation Officer: G.R. Doucet) LG, Oct., p. 743).

Eldorado Nuclear Limited, Port Hope, Ont., and United Steelworkers of America, Local 13173 (Conciliation Officers: H.A. Fisher and Henry Bartenbach) (LG, Sept., p. 667).

**Conciliation commissioner appointments.** Freshwater Fish Marketing Corporation, Winnipeg, Man., and Retail, Wholesale and Department Store Union, Local 561 (Conciliation Commissioner: J.S. Gunn) LG, Nov., p. 816).

Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of employees classified as launch masters and launch engineers) (Conciliation Commissioner: Hugh G. Ladner) (LG, Oct., p. 743).

**Conciliation commissioner reports received.** Freshwater Fish Marketing Corporation, Winnipeg, Man., and Retail, Wholesale and Department Store Union, Local 561 (Conciliation Commissioner: J.S. Gunn) (see above).

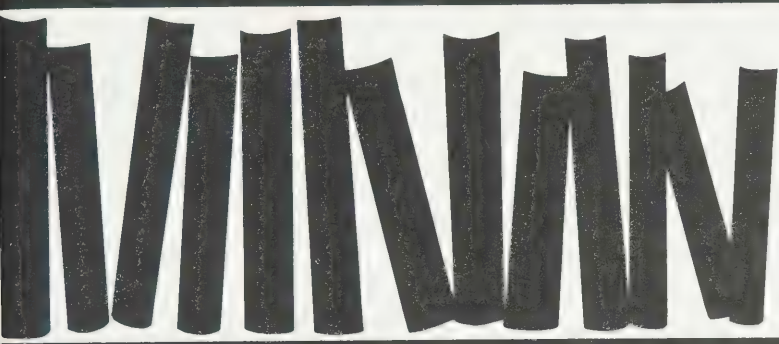
Island Airlines Limited, Campbell River, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of ground personnel) (Conciliation Commissioner: R.G. Clements) (LG, Nov., p. 817).

National Harbours Board (Port Colborne Elevator), Port Colborne, Ont., and United Steelworkers of America (Conciliation Commissioner: George S.P. Ferguson, Q.C.) (LG, Sept., p. 668).

**Conciliation commissioner settlement.** National Harbours Board (Port Colborne Elevator) Port Colborne, Ont., and United Steelworkers of America (Conciliation Commissioner: George S.P. Ferguson, Q.C.) (see above).

**Settlement reached at conciliation commissioner stage.** Niagara Falls Bridge Commission, Niagara Falls, Ont., and Teamsters Local 879 (representing two bargaining units comprising (1) toll captains and (2) permanent employees classified as toll collectors, maintenance, janitor-handyman, janitoress and traffic director) (Conciliation Commissioner: Thomas C. O'Connor) (LG, Oct., p. 744).

**Strike action following appointment of a mediator under Sec. 195 of the Canada Labour Code.** Canadian Lake Carriers Association, Montréal, Qué. (representing certain member shipping companies) and Canadian Merchant Service Guild (settled with the mediation assistance of the Honorable John Munro, W.P. Kelly, C.E. Poirier and T.B. McRae).



# Additions to the Library

## LIST NO. 308

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

### ACCIDENTS

1. **Quebec (Province). Commission des accidents du travail.** Statistiques des accidents du travail. Statistics on work accidents. Québec, Editeur officiel du Québec [1974?] 149p.

### AGE AND EMPLOYMENT

2. **Baum, Daniel Jay.** The final plateau; the betrayal of our older citizens. Toronto, Burns & MacEachern [1974] 315p.

### ARBITRATION, INDUSTRIAL

3. **U.S. National Mediation Board.** Thirty-ninth annual report of the National Mediation Board, including the Report of the National Railroad Adjustment Board. For the fiscal year ended June 30, 1973. Washington, GPO, 1974. 103p.

### COLLECTIVE AGREEMENTS

4. **United Steelworkers of America. Canadian National Office. Research Department.** Summary of collective agreements, March 1974. Toronto [1974] 227p.

### COLLECTIVE BARGAINING

5. **Morse, Bruce.** How to negotiate the labor agreement; an outline summary of tested bargaining practice expanded from earlier editions. [5th ed.] Detroit, Trends Pub. Co. [1974] 83p.
6. **Ogawa, Dennis T.** Guide to statutory provisions in public sector collective bargaining: unit determination, by Dennis T. Ogawa and Joyce M. Najita. [Honolulu] Industrial Relations Center, University of Hawaii, 1973. 74p.
7. **Schoen, Sterling Harry.** Cases in collective bargaining and industrial relations; a decisional approach [by] Sterling H. Schoen [and] Raymond L. Hilgert. Rev. ed. Homewood, Ill., R.D. Irwin, 1974. 360p.

### CO-OPERATIVE SOCIETIES

8. **Bureau international du Travail.** Caractéristiques et fonctions de l'entreprise coopérative. [1ère éd.]

Genève, Bureau international du Travail [1974] 77p.

9. **Bureau international du Travail.** Comptabilité d'exploitation simplifiée à l'usage d'une petite coopérative de pays en voie de développement. Genève, Bureau international du Travail [1974] 90p.

### CORPORATIONS — Finance

10. **Johnson, Robert Willard.** Canadian financial management [by] Robert W. Johnson [and] John D. Forsyth. Boston, Allyn and Bacon [1974] 569p.

### DISADVANTAGED

11. **Sobin, Dennis P.** The working poor; minority workers in low-wage, low-skill jobs. Port Washington, N.Y., Kennikat Press, 1973. 194p.

### DISCRIMINATION IN EMPLOYMENT

12. **Ashenfelter, Orley Clark.** Estimating the effects on cost and price of the elimination of sex discrimination: the case of telephone rates, by Orley Ashenfelter and John Pencavel. [Princeton, N.J.] Princeton University, Industrial Relations Section [1973] 16p.



**13. U.S. Civil Service Commission.** Guidelines for agency internal evaluation of equal employment opportunity programs. Rev. Feb. 1974. [Washington, GPO, 1974] 17p.

## ECONOMIC POLICY

**14. Jump, Gregory Victor.** Policy options for high employment without inflation, by Gregory V. Jump [and] Thomas A. Wilson. Toronto, Institute for the Quantitative Analysis of Social and Economic Policy, University of Toronto, 1971. 24p.

## EMPLOYMENT MANAGEMENT

**15. Berghash, Robert.** Investment in people: a small business perspective. [New York] AMACOM (1974) 26p.

## ENERGY

**16. Ontario. Ministry of Treasury, Economics and Intergovernmental Affairs. Office of Economic Policy.** Direct energy requirements of Ontario manufacturing industries, 1971. [Toronto] 1974. 90p.

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# labour statistics

Principal Items	Date	Amount	Percentage Change from			
			Previous Month	Previous Year		
<b>TOTAL CIVILIAN LABOUR FORCE*</b>						
Week ended September 14, 1974		9,649	—	5.0	+	4.7
Employed.....	September	9,218	—	5.0	+	4.8
Agriculture.....	"	517	—	4.6	+	3.6
Non-agriculture.....	"	8,700	—	5.1	+	4.8
Paid workers.....	"	8,156	—	5.4	+	4.8
At work 35 hours or more.....	"	7,370	+	5.7	+	4.2
At work less than 35 hours.....	"	1,386	+	16.9	+	6.1
Employed but not at work.....	"	462	—	70.2	+	11.1
Unemployed.....	"	431	—	3.6	+	2.4
Atlantic.....	"	58	—	—	+	26.1
Quebec.....	"	149	—	6.3	—	3.2
Ontario.....	"	135	—	3.6	+	5.5
Prairie.....	"	31	—	6.1	—	26.2
British Columbia.....	"	58	+	1.8	+	13.7
Without work and seeking work.....	"	415	—	2.4	+	1.7
On temporary layoff up to 30 days.....	"	16	—	27.3	+	23.1
INDUSTRIAL EMPLOYMENT(1961 = 100)†.....	June	146.5	+	2.2	+	5.0
Manufacturing employment(1961 = 100)†.....	"	138.0	+	1.8	+	3.9
IMMIGRATION.....	1st 6 mos. 1974	104,089	—	—	—	—
Destined to the labour force.....	" " "	52,210	—	—	—	—
<b>STRIKES AND LOCKOUTS</b>						
Strikes and Lockouts.....	August	245	+	3.8	+	46.7
No. of workers involved.....	"	73,905	—	29.8	—	30.6
Duration in man days.....	"	956,600	—	12.4	—	23.3
<b>EARNINGS AND INCOME</b>						
Average weekly wages and salaries(ind. comp.)†.....	June	176.55	+	1.2	+	5.1
Average hourly earnings (mfg.)†.....	"	4.31	+	1.4	+	11.9
Average weekly hours paid†.....	"	38.8	—	0.5	—	2.8
Consumer price index(1961 = 100).....	Sept.	170.6	+	0.6	+	10.9
Index numbers of weekly wages in 1961 dollars(1961 = 100)†.....	June	134.5	—	—	—	1.7
Total labour income (millions of dollars)†.....	August	6350.7	+	1.4	+	19.0
<b>INDUSTRIAL PRODUCTION†</b>						
Total (average 1961 = 100).....	August	221.6	+	0.4	+	5.1
Manufacturing.....	"	220.2	+	1.0	+	6.7
Durables.....	"	256.9	+	1.5	+	7.5
Non-durables.....	"	191.2	+	0.6	+	5.8
<b>NEW RESIDENTIAL CONSTRUCTION**</b>						
Starts.....	"	121,968	—	—	—	9.2
Completions.....	"	127,827	—	—	+	3.4
Under construction.....	"	166,948	—	—	—	3.3

\*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

\*\*Centres of 10,000 population or more.

# STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

## STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts in Existence During Month or Year				Percentage of Estimated Working Time
	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	
1969 .....	566	595	306,799	7,751,880	0.46
1970 .....	503	542	261,706	6,539,560	0.39
1971 .....	547	569	239,631	2,866,590	0.16
1972 .....	556	598	706,474	7,753,530	0.43
† 1973 .....	674	721	352,237	5,768,790	0.30
† 1973:					
August .....	83	167	106,551	1,246,920	0.68
September .....	58	165	112,218	700,200	0.48
October .....	51	145	45,500	491,140	0.29
November .....	43	115	46,283	358,820	0.21
December .....	21	83	62,620	307,720	0.21
1974:					
† January .....	64	110	24,787	271,650	0.16
† February .....	65	127	43,782	420,340	0.27
† March .....	75	139	50,014	437,870	0.27
* April .....	79	151	59,921	619,740	0.38
* May .....	129	229	94,578	1,365,870	0.78
* June .....	117	227	218,367	2,089,590	1.27
* July .....	118	236	105,213	1,092,570	0.59
* August .....	110	245	73,905	956,600	0.52

\* Preliminary. † Revised.

## STRIKES AND LOCKOUTS, AUGUST, 1974, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Forestry .....	1	2	116	760
Fishing .....	—	1	1,000	22,000
Mines .....	3	9	3,890	46,450
Manufacturing .....	66	151	49,297	683,240
Construction .....	5	13	4,506	23,830
Transpn. & utilities .....	16	24	10,667	149,330
Trade .....	9	20	1,505	8,420
Finance .....	—	—	—	—
Service .....	8	21	2,421	20,230
Public admin. ....	2	4	503	2,340
All industries .....	110	245	73,905	956,600

## STRIKES AND LOCKOUTS, AUGUST, 1974, BY PROVINCE (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland .....	6	7	1,486	23,680
Prince Edward Island .....	—	2	258	5,680
Nova Scotia .....	8	9	4,829	12,160
New Brunswick .....	4	4	1,479	1,520
Quebec .....	48	98	21,173	296,710
Ontario .....	27	74	30,122	432,930
Manitoba .....	—	3	122	2,560
Saskatchewan .....	1	2	510	2,820
Alberta .....	3	5	1,128	12,050
British Columbia .....	9	32	10,699	144,760
Federal .....	4	9	2,099	21,730
All jurisdictions .....	110	245	73,905	956,600

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY)

Industry	Employer	Union	Duration in Man-Days		Starting Date	Major Issues
			Workers Involved	August	Termination Date	
Location				Accu- mulated		Result
<b>Forestry</b>						
Howard & Bienvenu Lignoris, Qué.	Union des bucherons et employés de scierie	100	500	500	Aug. 13 Aug. 20	In sympathy with striking Carpenters loc. 2876— Return of workers
Consolidated Bathurst Ltd., Casey, Qué.	Carpenters loc 2817 (AFL-CIO/CLC)	301	1,290	1,290	Aug. 21 Aug. 27	Compensation for transportation—Settled by mutual agreement
<b>Fishing</b>						
Newfoundland Fisheries Assoc. Various locations, Nfld.	Food Workers various locals (AFL-CIO/CLC)	1,000	22,000	27,000	July 25	Prices paid for fish—
<b>Mines</b>						
<b>METAL</b>						
Cominco Ltd., Kimberley, B.C.	Assoc. of Com- mercial & technical employees loc 1672 (CLC directly chartered)	130	2,880	5,760	July 1	Wages, cost-of-living escalator clause, fringe benefits
Cominco Ltd., Salmo & Kimberley, B.C.	Steelworkers loc. 901 & 651 (AFL-CIO/CLC)	1,103	24,420	49,230	July 1	Wages, cost-of-living escalator clause
Utah Mines Ltd., Port Hardy, B.C.	Office Empl. loc. 15 (AFL-CIO/CLC)	613	10,510	10,510	Aug. 8	Wages & fringe benefits—
St. Lawrence Columbium & Metals Corp., Oka, Qué.	Steelworkers loc 7579 (AFL-CIO/CLC)	185	930	930	Aug. 26	Wages—
<b>MINERAL FUELS</b>						
Cardinal River Coals Hinton, Alta.	Mine Workers loc 1656 (CLC)	200	4,500	16,410	May 4	Fringe benefits—
Kaiser Resources Ltd Sparwood, B.C.	Mine Workers loc 7292 (CLC)	1,500	1,500	3,000	July 31 Aug. 2	Various grievances—Return of workers pending negotiations
<b>NON-METAL</b>						
Domtar Chemicals Ltd Sifto Salt Division Goderich, Ont.	Chemical Workers loc 682 (AFL-CIO/CLC)	117	820	820	Aug. 9 Aug. 20	Wages, fringe benefits— Settled through mediation
<b>Manufacturing</b>						
<b>FOOD &amp; BEVERAGES</b>						
Galco Food Products Ltd., Toronto, Ont.	Food Workers loc P1105 (AFL-CIO/CLC)	114	230	3,080	June 26 Aug. 13	Wages—Settled by mutual agreement



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					August	Accumulated			
	Hiram Walker and Sons Ltd., Windsor, Ont.		Can. Union of Distillery Workers, loc 1	800	16,800	34,400	July 2		Lag in contracts talks
	Walter Lowney Co. Ltée., Sherbrooke, Qué.		Bakery Workers loc 476 (AFL-CIO/CLC)	650	1,300	14,950	July 3 Aug. 3		Wages—Not reported
	Quaker Oats Co. of Canada Ltd., Trenton Ont.		Food Workers loc P1172 (AFL-CIO/CLC)	195	4,100	7,810	July 5		Wages, cost-of-living clause—
	Christie Bread (div. of Nabisco) & Christie Brown & Co. Ltd., Toronto, Ont.		Teamsters loc 647 (Ind.)	133	2,790	3,990	July 19		In sympathy with strikers at Christie Bread & Christie Brown—
	Christie Bread, div. of Nabisco, Toronto Ont.		Bakery Workers loc 426 (AFL-CIO/CLC)	280	5,880	8,400	July 19		Wages—
	Christie, Brown & Co. Ltd., Toronto, Ont.		Bakery Workers loc 426 (AFL-CIO/CLC)	565	11,870	16,960	July 19		In sympathy with workers at Christie Bread (div. of Nabisco)
	Christie Brown, Montréal, Qué.		Bakery Workers loc 333 (AFL-CIO/CLC)	515	11,330	13,390	July 26		Cost-of-living adjustment—
	Biscuit David, Montréal, Qué.		Commerce Federation (CNTU)	520	11,440	13,000	July 26		Wages—
	Boulangerie Christie Ltée, Montreal, Qué.		Bakery Workers loc 55 (AFL-CIO/CLC)	142	2,840	2,840	Aug. 5		Cost-of-living adjustment—
	General Bakeries Montréal, Qué.		Bakery Workers loc 55 (AFL-CIO/CLC)	210	1,680	1,680	Aug. 10 Aug. 22		Not reported—Not reported
	Coopérative Fédérée du Qué. (Legrade Inc.) Princeville, Qué.		Commerce Federation (CNTU)	185	930	930	Aug. 23		Cost-of-living adjustment—
	Alberta Brewers Agent Ltd., Edmonton, Calgary, Alberta		Brewery Workers loc 285 & 288 (AFL-CIO/CLC)	180	360	360	Aug. 29		Wages & Pension—
RUBBER									
	Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.		Rubber Workers loc 133 (AFL-CIO/CLC)	1,200	25,200	153,600	Feb. 28		Wages & fringe benefits—
	Goodyear Tire and Rubber Co. of Can. Ltd., Toronto, Ont., Bowmanville, Ont.		Rubber Workers locs. 189 & 232 (AFL-CIO/CLC)	2,150	47,610	198,010	April 25		Wages, cost-of-living clause—
	Matériaux de Const. Domtar Ltée, Lasalle, Qué.		United Paperworkers loc 658 (AFL-CIO/CLC)	292	6,420	21,600	May 18		Wages & fringe benefits—
	Union Carbide of Can. (Plastic Products div.) Lindsay, Ont.		Graphic Communications Union loc 512 (AFL-CIO/CLC)	400	8,860	20,580	June 21		Wages & fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					August	Accumulated	Termination Date	
	Goodyear Québec, Qué.		Rubber Workers loc. 483 (AFL-CIO/CLC)	200	1,400	5,000	July 8 Aug. 12	Cost-of-living adjustment—Wage increase
	Rubbermaid (Can.) Ltd. Mississauga, Ont.		Auto Workers loc 252 (CLC)	250	5,250	7,130	July 22	Wages—
	Plant National Ltd. Ville Saint-Pierre, Qué.		Chemical Workers loc 245 (AFL-CIO/CLC)	220	1,540	1,540	Aug. 14 Aug. 24	Wages & fringe benefits—Settled by mutual agreement
TEXTILES								
	Celanese Can. Ltée, Coaticook, Qué.		(CSD)	230	5,090	18,070	May 13	Wages & other questions, work schedule—
	Consolidated Textiles Ltd., Alexandria, Ont.		Textile Workers Union loc 1664 (AFL-CIO/CLC)	200	4,430	11,760	June 10	Slowness in negotiations, wages—
	Harding Carpets Ltd., Brantford, Ont.		Can. Textile & Chemical Union loc 501 (CCU)	458	2,290	2,290	Aug. 19 Aug. 26	Wages & fringe benefits—Settled through mediation
	Peerless Rug Co. Ltd. Acton Vale, Qué.		Textile Workers Union loc 1585-1 (AFL-CIO/CLC)	331	2,980	2,980	Aug. 20	Wages—
	Moose River Mills Ltd. Acton Vale, Qué.		Textile Workers Union loc 1576 (AFL-CIO/CLC)	129	1,160	1,160	Aug. 20	Wages—
	Penmans Ltd., Saint-Hyacinthe, Qué.		Textile Federation CNTU	330	7,260	21,120	May 31	Wages—
WOOD								
	Canadian Forest Products, Hunting-Merritt, B.C.		Woodworkers loc 1-217 (AFL-CIO/CLC)	200	4,400	99,200	Sept. 13 1972	Shorter hours, elimination of piece work, rates of pay—
	Eurocan Pulp & Paper Co. Ltd., Kitimat, B.C.		United Paperworkers loc 1127 & 298 (AFL-CIO/CLC)	105	2,330	8,520	May 10	Schedule—
	Rexwood Products Ltd. New Liskeard, Ont.		Carpenters loc 2995 (AFL-CIO/CLC)	112	2,390	5,730	July 3	Wages & fringe benefits—
	Canadian Forest Prod. New Westminster, B.C.		Woodworkers loc 1-357 (AFL-CIO/CLC)	800	400	400	July 31 Aug. 1	Respecting Operating Engineers picket line—Return of workers when engineers returned
	Howard & Bienvenu LaSarre, Qué.		Carpenters loc 2876 (AFL-CIO/CLC)	200	3,800	3,800	Aug. 6	Reduction of production premiums—
	Canadian Cellulose Co. Ltd., Castlegar, B.C.		Woodworkers loc 1405 (AFL-CIO/CLC) Pulp & Paper Workers of Can. Loc. 1 (CCU)	733	2,200	2,200	Aug. 12 Aug. 15	Respecting office workers picket lines—Not reported

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					August	Accumulated			Result
FURNITURE & FIXTURES									
	Matelas Supreme Inc. Saint-Narcisse, Qué.		Building and Woodworkers Federati (CNTU)	116 on	2,420	18,150	Jan. 8		Wages & working conditions—
PAPER									
	Consolidated Bathurst Packaging Ltd., Montréal, Qué.		Woodworkers loc 2-279 (AFL-CIO/CLC)	370	740	15,910	June 3 Aug. 4		Wages & fringe benefits—
	Tahsis Co. (Gold River Pulp Mill), Gold River B.C.		Pulp & Paper Workers of Can. loc 11 (CCU)	378	8,370	24,030	June 3		Not reported—
	Papeterie Canadienne Joliette, Qué.		Communication Workers Fed'n (CNTU)	180	3,960	7,740	July 3		Wages & fringe benefits—
	North Western Pulp & Power Ltd., Hinton Alta.		United Paperworkers loc 885 (AFL-CIO/CLC)	450	1,610	1,610	Aug. 2 Aug. 7		Reopening of negotiations on pollution control—Return of workers under injunction
	Continental Can. of Canada Ltd., Montréal, Qué.		Paper Workers Fed'n (CNTU)	105	1,580	1,580	Aug. 12		Wages & holidays—
PRINTING & PUBLISHING									
	Le Soleil, Québec, Qué.		Communication Workers Fed'n (CNTU)	107	110	110	Aug. 26 Aug. 26		Wages—Return of worker after 12 hours
PRIMARY METAL									
	Québec Iron Foundries Ltd., Mont-Joli, Qué.		Steelworkers loc 6506 (AFL-CIO/CLC)	146	1,150	8,970	May 18 Aug. 11		Wages, safety—Settled by mutual agreement.
	Fonderie Sainte-Croix Saint-Jean, Qué.		Steelworkers loc's 7016-2 & 6490 (AFL-CIO/CLC)	116	1,390	7,130	May 21 Aug. 19		Wages, contract term & other issues—Settled by mutual agreement.
	Noranda Metal Ind. Ltd. Annacis Island, B.C.		Can. Assoc. of Ind. Mechanical Workers, loc 4 (CCU)	208	4,580	13,320	June 1		Wages, cost-of-living clause—
	Cominco Ltd. Trail, B.C.		Steelworkers loc 480 (AFL-CIO/CLC)	2,800	62,000	124,000	July 1		Wages, cost-of-living clause, seniority rights, job evaluation—
	Cominco Ltd. Trail, B.C.		Assoc. of Commercial & Technical Employees loc 1705 (CLC directly chartered)	485	10,740	21,480	July 1		Wages, cost-of-living clause, seniority rights, job evaluation—
	Alcan Products (Can) Ltd., Kingston, Ont.		Steelworkers loc 343 & Machinists loc 54 (AFL-CIO/CLC)	1,300	27,300	37,700	July 22		Wages, cost-of-living escalator clause—
	Enamel & Heating Products Ltd., Sackville, N.S.		Three Unions (AFL-CIO/CLC)	190	90	90	Aug. 6 Aug. 7		Suspension of two employees— Settled by mutual agreement



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				August	Accumulated	Termination Date	
							Result
	Lynn MacLeod Ltd. Thetford, Mines, Qué.	Steelworkers loc 780 (AFL-CIO/CLC)	170	1,360	1,360	Aug. 7 Aug. 19	Seniority issue—Agreement to negotiate grievances
	Holmes Foundry Ltd. Point Edward, Ont.	Auto Workers loc 456 (CLC)	621	3,730	3,730	Aug. 13 Aug. 21	Cost-of-living clause—Settled by mutual agreement
	Galt Malleable Iron Co. Ltd., Cambridge, Ont.	Steelworkers loc 2899 (AFL-CIO/CLC)	192	1,540	1,540	Aug. 14 Aug. 26	Wages—Settled by mutual agreement
	Maritime Steel & Foundries Ltd., New Glasgow, N.S.	Steelworkers loc 3172 (AFL-CIO/CLC)	112	220	220	Aug. 15 Aug. 19	Not reported—Settled by mutual agreement
	Sydney Steel Corp. Sydney, N.S.	Steelworkers loc 1064 (AFL-CIO/CLC)	3,000	6,000	6,000	Aug. 23 Aug. 25	Wages & fringe benefits—Return of workers
METAL FABRICATING							
	Accessories Manufacturers Ltd., Saint-Rémi, Qué.	Steelworkers loc 7625 (AFL-CIO/CLC)	107	1,820	6,310	May 31 Aug. 26	Wages & fringe benefits—Settled through conciliation
	Stanley Works of Can. Ltd., Roxton Pond, Qué.	Machinists loc 909 (AFL-CIO/CLC)	258	5,680	13,300	June 18	Cost-of-living escalator clause—
	Héroux Ltée, Longueuil, Qué.	(CSD)	425	9,350	14,880	July 15	Wages & fringe benefits—
	Stanley Door Systems Ltd., Wingham, Ont.	Teamsters loc 879 (IND.)	100	2,100	2,400	July 29	Wages—
	York Div. Borg. Warner (Can.) Ltd., Saint-Jérôme, Qué.	Steelworkers loc 6333 (AFL-CIO/CLC)	156	3,430	3,430	Aug. 1	Cost-of-living escalator clause—
	Cooper Tool Group Ltd. Barrie, Ont.	Steelworkers loc. 6709 (AFL-CIO/CLC)	174	2,610	2,610	Aug. 12	Wages & fringe benefits—
	Babcock & Wilcox Can. Ltd., Cambridge, Ont.	Steelworkers loc 2859 (AFL-CIO/CLC)	700	1,750	1,750	Aug. 14 Aug. 18	Wages, breakdown in negotiation—Return of workers
	Velan Engineering Saint-Laurent, Qué.	Fed'n of Metal Trades Unions (CNTU)	320	4,160	4,160	Aug. 14	Wages, cost-of-living clause—
	Cooper Tool Group Ltd., Port Hope, Ont.	Steelworkers loc 6497 (AFL-CIO/CLC)	290	3,770	3,770	Aug. 14	Wages & fringe benefits—
	Lennox Industries (Can.) Ltd., Etobicoke Ont.	Steelworkers loc 7235 (AFL-CIO/CLC)	165	250	250	Aug. 20 Aug. 22	Grievance over supervisor—Settled by mutual agreement
	Dominion Chain Co. Ltd. Stratford, Ont.	Machinists loc 1927 (AFL-CIO/CLC)	375	380	380	Aug. 28 Aug. 29	Sympathy strike—Settled by mutual agreement
MACHINERY							
	Phoenix Steel Saint-Paul l'Ermite, Qué.	Sheet Metal Workers loc 116 (AFL-CIO/CLC)	140	3,080	8,460	May 31	Wages, fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location			August		Accu- mulated	Termination Date	Result
	Gould Manufacturing Ltd., St-Thomas, Ont.	Machinists loc 1975 (AFL-CIO/CLC)	370	7,770	23,680	May 31	Wages, cost-of-living—
	Sangamo Co. Ltd. Trois-Rivieres, Qué.	Machinists loc 1865 (AFL-CIO/CLC)	185	4,070	6,480	July 15	Not reported—
	Miehle-Goss-Dexter, Americas Co., Cambridge, Ont.	Steelworkers loc 2890 (AFL-CIO/CLC)	133	1,330	2,660	July 18 Aug 16	Wages—Settled by mutual agreement, wage increase
	AP Parts of Can. Ltd Etobicoke, Ont.	Auto Workers loc 252 (CLC)	230	2,190	2,190	Aug. 19	Wages & fringe benefits—
TRANSPORTATION EQUIPMENT							
	United Aircraft of Can. Ltd., Longueuil, Qué.	Auto workers loc 510 (CLC)	2,600	57,200	431,600	Jan. 7	Union security, wages, cost-of-living clause—
	Industrie L'Islet Inc Isletville, Qué.	Metal Trades Democratic Fed'n (CSD)	285	6,270	16,820	June 7	Wages—
	Volvo Canada Ltd. Halifax, N.S.	Auto workers loc 720 (CLC)	185	4,070	9,250	June 21	Wages—
	Bendix-Eclipse Ltd. Windsor, Ont.	Auto workers loc 195 (CLC)	600	12,600	24,900	July 3	Contract clauses—
	Inter. Harvester Co. of Canada Ltd., Chatham, Ont.	Auto workers loc 127 (CLC)	1,350	28,350	56,700	July 3	Cost-of-living formula, wages, voluntary overtime—
	Commodore Mobile Homes Saint-Jean, Qué.	United Textile Workers loc 490 (AFL-CIO/CLC)	121	2,660	4,960	July 5	Cost-of-living adjustment—
	Prebuilt Ind. Ltd. Lethbridge, Alta.	Carpenters loc 2998 (AFL-CIO/CLC)	200	4,400	4,400	Aug. 1	Wages & fringe benefits—
	Budd Automotive Co. of Canada Ltd., Kitchener, Ont.	Auto workers loc 1451 (CLC)	1,950	11,700	11,700	Aug. 8 Aug. 16	Application of incentive pay rates—Settled by mutual agreement
	Moto-Ski Ltée LaPocatiere, Qué.	Fed'n of Metal Trades Unions (CNTU)	295	1,030	1,030	Aug. 8 Aug. 14	Wages, cost-of-living adjustment—Return of workers when negotiations resumed.
	Griffin Steel Foundries Ltd., Sainte-Hyacinthe, Qué.	Metal Trades Democratic Fed'n., (CSD)	179	2,690	2,690	Aug. 12	Cost-of-living adjustment—
	Marystown Shipyards Marystown, Nfld.	Marine Workers loc 20 (CLC)	350	1,150	1,150	Aug. 12 Aug. 17	Not reported—Not reported
	Davie Shipbuilding Ltd., Lauzon, Qué.	Fed'n of Metal Trades Unions (CNTU)	1,256	10,050	10,050	Aug. 13 Aug. 26	Cost-of-living adjustment, job classification—Settled by mutual agreement; wage increase & cost-of-living clause.
	Ingersoll Machine & Tool Ltd., Ingersoll, Ont.	Steelworkers loc 2918 (AFL-CIO/CLC)	155	1,860	1,860	Aug. 14	Wages, fringe benefits—

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
	Location			August	Accu- mulated	Termination Date	Result
	Bendix Home System Saint-Jérôme, Qué.	Carpenters loc 2587 (AFL-CIO/CLC)	335	3,020	3,020	Aug. 20	Wages, cost-of-living adjustment—
	Hawker Siddeley Can. Ltd., Dartmouth, N.S.	Marine Workers Fed'n loc 13 (CLC)	175	260	260	Aug. 26 Aug. 28	Suspension of non-union supervisor—Return of workers under cease and desist order
	Fruehauf Trailer Co. of Can. Ltd., Mississauga, Ont.	Auto Workers loc 252 (CLC)	550	550	550	Aug. 27 Aug. 28	Respected other workers picket line for one day—Return of workers
ELECTRICAL PRODUCTS							
	Inglis Limited, Toronto, Ont.	Steelworkers loc's 2900 & 4487 (AFL-CIO/CLC)	970	20,370	99,910	April 5 Aug. 19	Wages, fringe benefits—Settled through mediation
	Emerson Electrical (Motor Div.) Can. Ltd. Markham, Ont.	U.E. loc 522 (CLC)	245	5,150	15,440	June 1	Wages, fringe benefits, compulsory overtime—
	Sperry Gyroscope Sperry Rand Can. Ltd. Ottawa, Ont.	Auto Workers loc 641 (CLC)	150	3,150	7,950	June 17	Wages, cost-of-living escalator clause—
	Asea Ind. Ltée Sainte-Julie de Ver- cheres, Qué.	CLC directly chartered loc 1677	153	1,840	4,820	July 4 Aug. 19	Wages & voluntary overtime— Cost-of-living escalator clause, wage increase over two years, voluntary overtime
	Chromalox Canadian Co. Ltd., Rexdale, Ont.	Auto workers loc 252 (CLC)	575	12,080	22,430	July 6	Wages—
	GTE Automatic Electric (Can.) Ltd., Brockville, Ont.	I.U.E. loc 526 (AFL-CIO/CLC)	900	7,200	7,200	Aug. 7 Aug. 19	Wage increase given to other workers—Return of workers pending further negotiations
	Sola Basic Ltd. Etobicoke, Ont.	Machinists loc 1168 (AFL-CIO/CLC)	165	2,480	2,480	Aug. 12	Wages & fringe benefits—
	Radio Engineering Products, Atholville, N.B.	IBEW loc 2121 (AFL-CIO/CLC)	194	190	190	Aug. 13	Wages—Settled by mutual agreement
	Great Lakes Carbon Can. Ltd., Berthier- ville, Qué.	Fed'n of Metal Trades Unions (CNTU)	190	1,430	1,430	Aug. 16 Aug. 27	Suspension of three employees— Settled by mutual agreement
NON-METALLIC MINERAL PRODUCTS							
	19 Concrete Firms Various locations, B.C.	Teamsters loc 213 (Ind.)	450	3,150	15,750	June 21 Aug. 12	Wages & fringe benefits—Settled by mutual agreement
	Ciment Indépendant Inc., Montréal, Qué.	Int. Operating Engineers loc 791-B (AFL-CIO/CLC)	300	2,100	9,000	June 27 Aug. 12	Wages & fringe benefits—Wage increase & reduction in hours
	General Abrasive (Can.) Ltd., Niagara Falls, Ont.	Chemical Workers loc 420 (AFL-CIO/CLC)	162	3,400	4,700	July 20	Cost-of-living adjustment—



# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				August	Accumulated		
Location						Termination Date	Result
Canadian Refractories Ltd., Marelán & Kilmar, Qué.	Steelworkers loc 6213 (AFL-CIO/CLC)	510	1,820	3,350		July 29 Aug. 6	Wages—Wage increase in two year contract. Settled through conciliation
The Exolon Co. of Can. Ltd., Thorold, Ont.	Chemical Workers loc 582 (AFL-CIO/CLC)	241	4,820	4,820		Aug. 4	Wages & fringe benefits—
Francon (1966) Ltd. Montréal, Qué.	Building & Woodworkers Fed'n (CNTU)	850	1,700	1,700		Aug. 29	Cost-of-living clause, voluntary overtime—
CHEMICAL PRODUCTS							
Uniroyal Ltd. (Chemical Div.), Elmira, Ont.	Steelworkers loc 13691 (AFL-CIO/CLC)	165	1,300	9,080		May 26 Aug. 12	Wages, fringe benefits—Settled by mutual agreement
Johnson & Johnson Montreal, Qué.	United Textile Workers loc 450 (AFL-CIO/CLC)	650	14,300	24,050		July 11	Cost-of-living escalator clause—
Canadian Titanium Pigments, Varennes, Qué.	Fed'n of Metal Trades Unions (CNTU)	180	3,960	5,760		July 18	Cost-of-living adjustment—
Canadian Industries Ltd., Brownsburg, Qué.	Steelworkers loc 14138 (AFL-CIO/CLC)	850	12,750	12,750		Aug. 12	Cost-of-living adjustment—
Construction							
Plastering Assoc. of Toronto, Toronto, Ont.	Plasterers loc 48 (AFL-CIO/CLC)	250	5,250	55,250		Oct. 17 1973	Not reported—
Three Elevator firms Montreal & Québec, Qué.	Elevator Const. loc 89 (AFL-CIO/CLC)	100	1,200	2,700		July 11 Aug. 19	Protesting gov. decree—Return of workers pending study of grievances
*Aishihik Constructors Whitehorse, Yukon	IBEW loc 344 (AFL-CIO/CLC)	290	290	2,360		July 22 Aug. 1	Use of non union company—Settled through mediation
Const. Assoc. of PEI Various locations, P.E.I.	Labourers loc 1079 (AFL-CIO/CLC)	250	5,500	6,250		July 29	Wages—
Hydro Electric Power Commission of Ont. Various areas, Ont.	IBEW loc 1788 (AFL-CIO/CLC)	1,500	7,350	7,700		July 31	Allowances & jurisdictional dispute—
Canaton Mon-Max Ltd. Glace Bay, N.S.	Various trade unions	918	920	920		Aug. 16 Aug. 19	Disciplining of eighteen workers—Return of workers
New Brunswick Electric Power Commission, Lorneville, N.B.	Structural Iron Workers loc 752 Labourers loc 2262 (AFL-CIO/CLC)	1,000	1,080	1,080		Aug. 19 Aug. 21	Union jurisdiction—Dispute settled

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONT.)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
	Location			August	Accu- mulated	Termination Date	Result
<b>Transp'n &amp; Utilities</b>							
<b>TRANSPORTATION</b>							
	*Western Terminals Ltd., Corner Brook, Nfld.	Railway Clerks loc 267 (AFL-CIO/CLC)	100	200	400	July 30 Aug. 2	Cost-of-living adjustment— Return of workers
	Montreal Urban Commu- nity Transit Commis- sion, Montreal, Qué.	Public Service Fed'n (CNTU)	1,600	28,570	28,570	Aug. 7	Suspension of 73 workers & cost-of-living adjustment—
	*Canadian Lake Carriers Assoc., Great Lakes and St. Lawrence River	Canadian Marine Officers Union (AFL-CIO/CLC)	400	6,860	6,860	Aug. 8	Wages, cost-of-living escalator clause—
	*Canadian Lake Carriers Assoc., Great Lakes and St. Lawrence River	Canadian Merchant Service Guild (CLC)	427	7,320	7,320	Aug. 8	Wages, cost-of-living escalator clause—
	Toronto Transit Commission, Toronto Ont.	Transit Union loc 113, Machi- nists loc 235 (AFL-CIO/CLC) & Public Employees loc 2 (CLC)	5,666	80,940	80,940	Aug. 12	Wages, hours of work—
	*Canadian National Railways, Vancouver B.C.	Railway, Trans- port & General Workers (CLC)	100	100	100	Aug. 19 Aug. 20	Cost-of-living adjustment— Return of workers
<b>STORAGE</b>							
	*Five Grain Co. Vancouver, B.C.	Grain Workers Union loc 333 (CLC directly chartered)	602	3,010	3,010	Aug. 26	Wages—
<b>COMMUNICATIONS</b>							
	Québec-Téléphone Rimouski, Qué.	EBEW loc 2200 Plant Employees (AFL-CIO/CLC)	420	4,620	4,620	Aug. 16	Cost-of-living adjustment—
	Québec-Téléphone Rimouski, Qué.	IBEW loc 2200 Traffic Employees (AFL-CIO/CLC)	359	3,950	3,950	Aug. 16	Cost-of-living adjustment—
	Québec Téléphone Rimouski, Qué.	IBEW loc 2200 Office Employees & Technicians (AFL-CIO/CLC)	500	5,500	5,500	Aug. 16	Cost-of-living adjustment—
<b>Trade</b>							
	Darrigo's Food Markets Toronto, Ont.	Food Workers locs 175 & 633 (AFL-CIO/CLC)	217	720	14,640	May 1 Aug. 6	Wages & fringe benefits—Return to work under union orders
	Ferronnerie Côté Boivin Chicoutimi, Qué.	(CNTU)	100	700	4,800	June 3 Aug. 11	Wages—Not reported

# STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1974 (PRELIMINARY) (CONCL'D)

Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
			August	Accu- mulated	Termination Date	Result
Dominion Stores Ltd. Toronto, Ont.	Retail, Whole- sale Union loc 414 (AFL-CIO/CLC)	585	1,460	1,460	Aug. 15 Aug. 19	Wages & fringe benefits—Settled through mediation
John Millen Montréal, Ont.	Teamsters (Ind.)	200	600	600	Aug. 28	Wages—

## Services

### EDUCATION

Toronto Board of Education, Toronto, Ont.	Various unions	403	8,460	10,880	July 24	Wages—
University of Regina University of Sask. Regina, Sask.	CLC directly chartered loc 54	420	840	840	Aug. 13 Aug. 15	Wages—Not reported
North York Board of Education, Willowdale Ont.	Carpenters loc 3219 (AFL-CIO/CLC)	236	2,600	2,600	Aug. 16	Wages & fringe benefits—
The Nipissing Board of Education, North Bay, Ont.	Public Employees loc 1165 (CLC)	176	880	880	Aug. 26	Wages—
Selkirk College & Eight School Districts Various districts, B.C.	Public Employees various locals (CLC)	410	820	820	Aug. 29	Wages & fringe benefits—
Ped County Board of Education Cooksville, Ont.	Public Employees loc 1628 (CLC)	351	350	350	Aug. 30	Wages & fringe benefits—

## Public Administration

### LOCAL ADMINISTRATION

Various Municipalities Lower Mainland, Richmond, Delta Coquitlam & North Vancouver, B.C.	Fire Fighters various locals (AFL-CIO/CLC)	389	290	290	Aug. 7 Aug. 8	Wages—Return of firemen under back-to-work order
City of Sydney Sydney, N.S.	Public Employees loc 759 (CLC)	130	200	200	Aug. 26 Aug. 27	Jurisdictional dispute— Not reported

\*Federal jurisdiction.



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